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Annual Report
1988-89

Australian Bureau of Statistics

Annual Report 1988-89

Australian Government Publishing Service
Canberra

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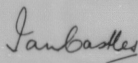
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The Honourable P.J. Keating, MP
Treasurer of the Commonwealth of Australia

In accordance with the provisions of section 24(1) of the *Australian Bureau of Statistics Act 1975*, I hereby submit to you, for presentation to Parliament, this Report for the year ended 30 June 1989.



I. Castles
Australian Statistician

22 August 1989

Australian Bureau of Statistics

Mission

Our mission is to assist and encourage informed decision-making, research and discussion within governments and the community by providing a high-quality, user-oriented and dynamic statistical service; we will actively co-ordinate statistical activities across government agencies and promote the use of statistical standards.

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Notes. In this Report after the first reference the Australian Bureau of Statistics is referred to as the Bureau or the ABS, and the Australian Statistics Advisory Council as the Advisory Council or ASAC.

The contact for any inquiries or further information on the contents of this Report is the First Assistant Statistician, Coordination and Management Division at the Cameron Offices, Canberra - telephone (062) 52 6052.

1 THE ABS IN 1988-89: AN OVERVIEW

During 1988-89, the Australian Bureau of Statistics (ABS) continued to maintain and increase, in terms of both quality and quantity, the statistical service it provides to Australian governments and to the community generally.

Printed publications are the traditional medium for the release of official statistics. A variety of new publications were designed and released during the year. There were a number of social reports, and a series of national and State thematic reports from the 1986 census of population and housing covering a range of major findings on contemporary issues. A publication presenting statistics on small businesses was produced. In addition, results were released from the first 2 of a new series of annual agricultural finance surveys; from surveys of energy use in households, industry and commerce; from the retail census; and from a survey of major tourism and personal services industries. Publication of additional series of quarterly national accounting data was commenced, and experimental multifactor productivity estimates were released.

Statistics are also increasingly being disseminated through a number of other media, including a range of electronic media. The TELESTATS service, which automatically delivers statistics to subscribers' electronic mail boxes, is being extended progressively to cover a range of subject fields. The first test release of *Balance of Payments, Australia* through a multi-access electronic mail box was made in June 1989, and all main economic indicator publications are expected to be made available in this way during 1989-90. Following the successful release in 1987-88 of population census results on CD-ROM (ie on compact disk in read-only format), the ABS, in contract with a private enterprise company, Space-Time Research Pty Ltd, released in 1988-89 several other CD-ROM products. These cover statistics from the Australian municipal information system, the standardised local government finance system, the agricultural data dissemination service and the retail census.

A household expenditure survey was successfully conducted in 1988-89. A biennial survey of enterprises engaged in a range of international service activities was introduced. Surveys were conducted of major business and professional service industries, technology in manufacturing industry, career paths of nurses and tradespersons, and how workers get their training. The annual survey of major labour costs was enhanced to cover both the private and public sectors and to provide data on employers' "on costs". A monthly survey of retail trade, collecting data on turnover, was introduced to replace a monthly retail sales survey.

A review of the treatment of mortgage interest charges in the consumer price index culminated in an improved method being introduced for the March quarter 1989.

Work continued on a number of fronts on the development of facilities for greater standardisation and integration of economic statistics. Concepts, definitions and

procedures for delineation of statistical units have been revised to align them more closely with current business accounting practices. A major program to improve the coverage and structural accuracy of large businesses on the Bureau's register of businesses has commenced.

On 4 May 1989 the Government announced its approval of ABS proposals for the content and procedures for the 1991 national census of population and housing. An ABS information paper, *1991 Census of Population and Housing: Content and Procedures*, and census regulations, were tabled in Parliament. The ABS proposals were developed after evaluation of submissions from users of census results and consideration by the Australian Statistics Advisory Council. The Government agreed to a census with content only slightly less than that for the 1986 census, and that it be conducted without sampling. In recognition of community concern about privacy, it was also decided that the past practice of destroying all census forms and other census records of names and addresses of persons and households, and of not storing those names and addresses on computer files, would be continued.

There has been increasing interest by the media in the statistics produced by the ABS and in its statistical collection activities which has necessitated greater effort by the ABS on media relations. In May 1988 there was considerable adverse publicity by 8 newspapers about proposals for a national health survey in 1989-90. In response, the ABS placed with the Australian Press Council 9 complaints that the newspapers were in breach of Council standards, asserting that the allegations publicised were totally without substance and that the public interest was severely jeopardised. The Council, in its adjudication in October 1988, upheld 8 of the complaints.

During the year the Commonwealth Ombudsman undertook an investigation into the administration by the ABS of the 1988-89 household expenditure survey. In his report of 1 May 1989, the Ombudsman said, inter alia, that he did "not consider that the Statistician was wrong to implement the original 1988 HES without tabling it" in Parliament under section 6 of the *Australian Bureau of Statistics Act 1975* and "that the HES is not oppressive or unreasonably intrusive, bearing in mind the public interest in collection of the information and the protections for privacy".

The Ombudsman made 5 recommendations in his report. The first 3, which were about internal administrative matters, have been implemented by the ABS. The fourth and fifth recommendations were concerned with, respectively, consideration of financial compensation and amendment to statistics legislation. With respect to these, the Minister Assisting the Treasurer decided to defer considering whether financial compensation should be paid to persons directed to participate in the household expenditure survey until the next such survey in 3 or 4 years' time, and, having regard to advice from the Attorney-General's Department, did not see any need to amend statistics legislation to clarify the powers and responsibilities of the Statistician, particularly with respect to tabling new proposals.

The ABS is in the process of upgrading its computing installation to provide additional capacity for general ABS processing and to provide capacity for computer assisted coding of the 1991 population census.

During 1988 and 1989 the ABS has moved to a network strategy of LAN-connected PC workstations linked to the mainframe and to (future) minicomputers. Significant further growth in workstation numbers is expected in the coming year and the ability to use them in cooperative processing mode with mainframe based systems is emerging as a real option. Managing and controlling the large amount of widely distributed small scale equipment and ensuring that it is being used effectively will continue to be a major organisational challenge for the foreseeable future.

Major new initiatives in the use of technology are being implemented in a number of areas. Microcomputer based front ends are being implemented to handle data entry and edit/amendment tasks in a number of statistical systems. Alternatives to bulk key data entry are being implemented, including computer assisted data entry, optical mark recognition, and electronic data capture. Computer assisted telephone interviewing is being trialled. Computer assisted coding facilities are being developed for a variety of classifications. Expert system approaches are being used to support seasonal analysis and graphics. There is increasing automation of publishing through use of desk top publishing tools. Electronic dissemination alternatives to paper publications are being developed.

During 1988-89 the ABS provided considerable technical assistance to official statistical agencies in developing countries in the Asia and Pacific region, particularly to the General Statistical Office of Vietnam for its 1989 population census. The assistance took the form of visits to countries or regional centres by ABS staff, usually with fares and allowances being externally funded, to provide advisory services and training, and visits to Australia, by staff of official statistical agencies of countries in the region, for study tours and training.

In accordance with provisions of the second tier pay agreement for the Australian public service, and in particular the agreement to adopt new office-based classifications, a 3-year program of participative work design has been commenced, aimed at improving efficiency and the quality of working life in the ABS. In many instances the change will be accompanied by the introduction of new (especially microcomputing) technology.

During 1988-89 the first phase of an automated financial system was introduced across all ABS offices. The use of the Australian Government Credit Card for the payment of accounts and purchase of goods increased substantially during the year. The ABS is in the final stages of evaluating suitable automated personnel systems with the aim of implementing the chosen system during 1989-90.

The ABS has put considerable effort over the last few years into revamping its personnel development programs. Particular effort has been directed towards training for management, although statistical and technology-related training continues to receive a high priority.

2 A QUART OUT OF A PINT POT

There has been continuous advance in the sophistication of statistical theory and method. Statistical theory might be defined as the science of getting a quart out of a pint pot...(Padraic P. McGuinness, Australian Financial Review, 17 May 1988)

Since its establishment as a statutory authority on 3 May 1976, the ABS has been successful in increasing significantly the range, timeliness and quality of its statistical products and services using resources which have remained essentially static over the intervening 13 years. How the ABS has achieved this outcome, which involves a much wider set of factors than implied by the above quote, is the subject of this Chapter.

This Chapter continues the tradition of devoting a part of each ABS Annual Report to the presentation of information and views on important longer term or broad issues affecting the nation's statistical service.

CRITERIA FOR MEASURING PERFORMANCE

The Chapter provides an overview of the performance of the ABS since 1976 in using the resources which have been provided to it, with the approval of the Parliament, to undertake the functions outlined in section 6 of the *Australian Bureau of Statistics Act 1975* (see pages 21 and 22).

The establishment of criteria for the measurement of an organisation's performance is not a simple matter. In the case of business enterprises, it is sometimes held that performance can be measured by "the bottom line" – by which is meant, most usually, the rate of return on shareholders' funds employed in the business. Yet few corporate managers would accept such an indicator as the sole yardstick against which their organisation's performance should be measured.

For agencies such as the ABS, whose output consists largely of products which it is funded by the taxpayer to make available as a public good, the determination of the appropriate criteria for assessment of performance is especially difficult.

The performance objectives of such organisations are commonly expressed in general terms. It is said, and it is true, that they aim to improve the efficiency and effectiveness with which they carry out their functions, but how should efficiency and effectiveness be measured? The task of their managers is said to be to "do more with less" – but more of what? If there has been continuous advance in the sophistication of statistical theory and method, as the quotation at the head of this Chapter suggests, how is the pace of that advance to be measured, and how can it be established that an organisation such as the ABS is taking full advantage of the opportunities? In short, can we know that the ABS has been as successful as it should have been in getting "a quart out of a pint pot"?

THE "PINT POT": ABS COSTS, 1975-76 TO 1988-89

By the conventional measures, the size of the resources "pot" made available to the Bureau has not increased since the ABS was established as a statutory authority. In total, there has been some contraction in the number of staff and in total "running costs", measured in real terms. Relevant figures are shown in the following table.

	Staff years used (a)		Running costs (a)(b)	
	Number	Index 1984-85 = 100	\$ million at 1984-85 prices	Index 1984-85 = 100
1975-76	3 575	101.5	101.4	94.9
1976-77	3 457	98.2	112.9	105.7
1977-78	4 037	114.7	105.7	98.9
1978-79	3 439	97.7	96.9	90.7
1979-80	3 468	98.5	98.3	92.0
1980-81	3 614	102.6	107.2	100.4
1981-82	4 326	122.9	139.2	130.3
1982-83	3 465	98.4	103.4	96.8
1983-84	3 500	99.4	103.2	96.6
1984-85	3 521	100.0	106.8	100.0
1985-86	3 558	101.1	113.4	106.1
1986-87	4 583	130.2	141.8	132.8
1987-88	3 566	101.3	103.5	96.9
1988-89	3 441	97.7	99.4	93.0

(a) Major fluctuations in staff numbers and running costs arise mainly (though not entirely) from the quinquennial population census.

(b) ABS expenditures, other than on capital works and services, deflated by the latest implicit price deflator for gross non-farm product (1984-85 = 100, the latest base year used for ABS constant price statistics). This deflator was chosen to derive a series, for ABS running costs in constant prices, which represents the ABS's real call on the resources of Australia's economy. The greater part of ABS costs is financed by the taxpayer, but in recent times a small but growing proportion (about 4% of running costs in 1988-89) has come from revenue raised from the sale of statistical products and services.

While the ABS resource base has been essentially static, the scale of the economy, and of the populations of persons and businesses in respect of which statistics are compiled, has increased substantially. Between 1975-76 and 1988-89:

Australia's population increased by 19%.

The labour force increased by 32%.

Gross domestic product at constant prices increased by 49%.

Gross national expenditure at constant prices increased by 53%.

Thus ABS employment and running costs have declined quite steeply in relation to major demographic and economic aggregates. Some decline in **relative** employment and expenditure on statistics is of course to be expected in a growing economy – partly because there are "economies of scale" in the conduct of censuses (complete collections) of population and economic activity, and partly because in the case of sample surveys these economies are reinforced by the fact that the size of the sample required to maintain any given standard of accuracy in statistical estimates does not increase **proportionally** as the subject population (persons or businesses) increases.

Whilst the factor mentioned in the preceding paragraph could "explain" (other things being equal) a **slower rate of growth** in the cost of statistical activities than in gross national product or expenditure, it could not account for the static (population censuses aside) absolute levels shown in the table. Either there have been significant productivity improvements or there has been a deterioration in the range and quality of statistics relating to the populations in question.

In fact, no deterioration has occurred. On the contrary, the indications are that the range and quality of the statistical output has greatly increased. It is to this aspect that we now turn.

THE "QUART": CASE STUDIES OF ENHANCED PERFORMANCE

Six major monthly or quarterly current indicators have been selected for the purpose of illustrating the improvements in the statistical service which have occurred since 1975–76. Because of its importance among ABS statistics, population estimates has also been included as a case study.

In each case study, significant enhancements in the products delivered to clients – particularly in range, timeliness and quality – are evident.

National income and expenditure

The quarterly publication *Australian National Accounts: National Income and Expenditure* (ABS Catalogue No. 5206.0) brings together, in a coherent framework, the overall trends in Australia's economy as revealed by the results of a large range of statistical collections. The main enhancements in scope since 1976 have been as follows:

- The total number of component series published has increased from 337 to 714.
- The number of current price original series published has been expanded from 256 to 379, and the proportion of the increased number of series which are provided in seasonally adjusted form has grown from about 15% to 30%.

- The number of original series at constant prices has increased fourfold (from about 20 to about 80), and virtually all of these series are also available in seasonally adjusted form.
- Implicit price deflators are now published for 52 series (none were published in 1976).
- A number of new series have been introduced to assist analysis and interpretation of the national accounts – eg fixed weight price indexes for expenditure on GDP and its main components, trend estimates of main aggregates at constant prices and estimates of gross domestic product adjusted for the terms of trade.
- The length (and range) of national accounts time series maintained have also increased significantly since 1976. Most quarterly series now have 120 observations in them compared with 74 in 1976 (from September quarter 1959 on) while annual series are still compiled on a consistent basis back to 1948–49. Historical constant price series of major aggregates now have to be compiled on 6 different base years compared with only 3 in 1976.

There have also been marked improvements in the accuracy of the national accounts, mainly as a result of the use of new data sources. Examples are:

- Wages, salaries and supplements are now based on results of the survey of employment and earnings, replacing the less-than-satisfactory administrative by-product data from payroll tax returns which had been used for nearly 40 years.
- Quarterly estimates of the gross operating surplus of companies are now based on the survey of operating surplus, which was gradually upgraded and expanded during 1982 and 1983.
- Constant price estimates of imports of goods are now largely derived using components of the ABS import price index, replacing unsatisfactory estimates based on adjusting overseas export price indexes for exchange rate changes.
- Results from the 1984 household expenditure survey were incorporated into the national accounts for December quarter 1985.

Finally, the timeliness of the quarterly national accounts has been greatly improved. In 1976, a small preliminary publication was released early to provide summary data, and was followed by the more detailed publication a few weeks later. For the 4 quarters of 1976 the average time from the end of the reference quarter to release was 65 days for the preliminary and 88 days for the final publication. The preliminary bulletin was abandoned in 1978. For the 4 quarters of the 1988–89 reference year the quarterly bulletin was released an average of 63 days after the end of the reference quarter.

Balance of payments

The monthly bulletin (ABS Catalogue No. 5301.0) and the quarterly bulletin (ABS Catalogue No. 5302.0) now provide a greatly enhanced range of data about Australia's external account. For example:

- The number of published monthly series has expanded from 9 to 136, and the number of published quarterly series from 70 to 487.
- The monthly publication now includes an analysis of results, seasonally adjusted and trend data, graphs, exchange rate data, commodity breakdowns of merchandise trade and much greater item detail for other aggregates.
- The quarterly publication now includes much more detail for private sector capital flows and other balance of payments aggregates.

There have also been major improvements in the quality of the monthly and quarterly statistics and their dissemination, reflecting extensive improvements in sources, methods, processing systems and delivery media. Examples are:

- The presentation and classification of balance of payments data now accord more closely with international statistical standards, current user requirements and the classification used in the national accounts.
- The media of dissemination of balance of payments data have been greatly expanded, with the monthly and quarterly statistics being released electronically on Viatel and AUSSTATS. The monthly statistics are also available on TELESTATS, and long-term historical series are available on floppy disk and microfiche.
- The accuracy and reliability of estimates of investment income and capital flows have been greatly improved with the introduction of comprehensive quarterly and annual collections in the survey of foreign investment and a restricted monthly collection.
- The accuracy of the estimates for travel and a number of other services items has been significantly upgraded due to the introduction of a range of improved data sources.

The timeliness of the monthly balance of payments publication has been broadly maintained, with the release lag being among the shortest in the world. Australia remains one of the few countries which produce balance of payments estimates every month. The quarterly publication is not quite as timely as it used to be as its role has changed since the expansion in the monthly publication; it now incorporates more reliable and detailed data as well as more substantive analytic comment.

Labour force

The main enhancements since 1976 in current indicator data about the labour force are as follows:

- In 1976 the sample survey of households on which the statistics are based was conducted on a quarterly basis, with estimates available only for the mid-month of each quarter. Since 1978 the survey has been conducted monthly. The absorption of the substantial costs of doing so, this survey being one of the ABS's most expensive, point to significant productivity improvement.
- The amount of detail published has been greatly expanded, eg:
 - Industry classification, from 11 groupings to 53 groupings.
 - Occupation classification, from 9 groupings to 52.
 - Birthplace, from dissection of those not born in Australia to a classification of the overseas-born into 18 categories.
- Estimates for each State and Territory, and each State capital city, now identify "full-time workers" separately in the employed population, and classify the unemployed into those "looking for full-time work" and "looking for part-time work".
- Estimates for regions within States are now produced, and series for 74 regions are produced monthly on microfiche.
- The information from the survey has been extended to cover statistics on family status in conjunction with labour force status, and gross changes (flows) derived from matched records for successive months.
- The number of seasonally adjusted and trend series produced has been greatly expanded – from 12 to 158 in respect of estimates for finer sub-groups of population for Australia as a whole, and from nil to 180 in respect of estimates for individual States.
- As a result of all of these developments, the total number of series published has been expanded in the preliminary bulletin from 501 to 1716, and in the final bulletin from 844 to 9022.

The timeliness of release of labour force data has improved dramatically. A comparison of the release of results of the February 1976 and February 1989 surveys reveals that preliminary data became available only 9 days after the end of the month in 1989, compared with 72 days in 1976; and final data became available only 31 days after the end of the month, compared with 131 days in 1976.

These improvements are partly attributable to bringing forward the reference week within the month for which households reported, but the most significant improvements have been in the technology and logistics of data entry, editing and compilation.

Retail trade

The monthly retail trade estimates are another closely watched indicator. Significant changes since 1976 include:

- The measure has been extended from "retail sales" to the more comprehensive concept "turnover".
- The number of separate industries identified in the statistics has been expanded from 12 in 1976 to 15 in 1989.
- Statistics are now published for the 2 Territories as well as the 6 States.
- Most series now include trend estimates. There were no trend estimates in 1976.
- All the current price estimates (original, trend and seasonally adjusted) are now published monthly. In 1976, only one monthly series, Australian total retail sales, was published, with all other details published quarterly.
- Quarterly constant price estimates have been introduced, and are now published for 15 industry groups and for State and Territory totals. With the exception of only 2 industries, these estimates are also published in seasonally adjusted terms.
- Reflecting all of the above changes, there has been a huge increase in the number of published series, from 116 in respect of the December quarter of 1975 to 777 in respect of the December quarter 1988.

Timeliness of release of retail sales data has also improved significantly. The estimates in respect of December quarter 1975 were released on 3 May 1976, (123 days after end of quarter), whilst much more comprehensive details for the December quarter of 1988 were released on 28 February 1989, only 59 days after the end of the reference quarter.

Private new capital expenditure

Significant enhancements to this important indicator include the following:

- Publication of expected capital expenditure for periods of up to 18 months ahead. Sufficient information is published to allow adjustment of these expectations for known historical under- or over-realisation patterns.
- The number of seasonally adjusted series at current prices for Australia as a whole for which estimates are published has been increased from 12 to 28.
- Constant price estimates for major aggregates have been introduced, and are also available in seasonally adjusted form.
- Estimates are now published for private new capital expenditure in each of the States, with 34 original series classified by type of asset and selected industry and 16 seasonally adjusted series classified by type of asset.
- The total number of series published, arising from the individual changes noted above, has increased from 48 to 151.

Consumer price index

There have been major improvements in the range of information published since 1976. The main enhancements are as follows:

- The CPI has been expanded to cover a greatly increased range of goods and services. Components of expenditure which are now included in the CPI, but which were not included in 1976, represent 20–25% of the index and include fresh fruit and vegetables (other than potatoes and onions), fish, holiday travel and accommodation, insurance on dwellings, insurance on motor vehicles, education and childcare fees, consumer credit charges and mortgage interest charges.
- For goods and services which were already included in the index, the range of items for which prices are collected has been substantially increased.
- The CPI is now produced for the weighted average of the 8 capital cities, including Canberra and Darwin, in place of the weighted average of 6 State capitals.
- Weights used in the CPI are now calculated from the household expenditure survey, and are therefore derived from the expenditure of a scientifically selected sample of households representative of the CPI target group.

- CPIs for individual capital cities are now based on the relevant city's estimated expenditure pattern, rather than on the weighted average of all cities included in the CPI.
- The number of major groups for which indexes are compiled has been increased from 5 to 8, and the number of separate components of the weighted average of the 8 (formerly 6) capital cities published each quarter has increased from 52 to 75.
- Overall, the number of separate published series has increased from 365 in March quarter 1976 to 875 in March quarter 1989.

Population estimates

Population estimates are among the more important statistics produced by the ABS. Major enhancements since 1976 include:

- A very large increase in the number of annual series achieved by the compilation of:
 - Estimates of the population by birthplace, age and sex.
 - Estimates of the population by marital status, age and sex.
 - Estimates of the population by age and sex by statistical local areas.
- A rebasing of population estimates on a usual residence basis, thereby overcoming the short-term effects of overseas tourism arrivals and departures.
- The introduction of adjustments to census population counts used in rebasing to account for census underenumeration. These adjustments are made for estimates at the national, State and statistical local area levels.

There have also been improvements in the accuracy and timeliness of population estimates. For example, the intercensal discrepancy (a measure of the adjustment made to population estimates after each population census) has been halved at the national level from 88 000 persons for the 1971-76 period to 45 000 persons for the 1981-86 period. Improved timeliness has enabled the legislated due date for State population estimates, used in the calculation of allocations of Commonwealth grants to States, to be reduced from 30 weeks after the December reference date to 22 weeks.

OTHER AREAS OF IMPROVEMENT

The case studies detailed above are intended to be illustrative of the improvements which have occurred in the scope, accuracy and timeliness of current indicator statistics.

Similar improvements have occurred in almost all statistical areas and a comprehensive documentation of those changes would be well beyond the scope of this chapter. A few examples will serve to indicate the scope of changes in other areas.

First, there has been a marked development in the production of "thematic" publications. 1976 saw the release of the first social indicators publication, drawing together statistics on a range of areas of social concern. There have been 3 subsequent issues, each containing more sophisticated presentation of information. These have been complemented by similar analyses for specific sub-groups of the population, eg youth and aged persons. Similar publications have also been released for some States. Other thematic publications in recent times have included *Small Business in Australia* (ABS Catalogue No. 1321.0) and *Overseas Born Australians 1988* (ABS Catalogue No. 4112.0). In the last year thematic reports based on data from the 1986 population census included *Australia in Profile* (ABS Catalogue No. 2501.0), *Children in NSW* (ABS Catalogue No. 2201.1) and *The Aged Population in Western Australia* (ABS Catalogue No 4106.5). These exemplify the range of reports, both national and State, based on this census, to be released over the next year.

Second, the improvement in the range, accuracy and timeliness of current indicator statistics has been complemented by significant development in the statistics which relate to the annual and longer-term movements in economic aggregates. For example, national accounting estimates of flows of expenditure on investment are now complemented by, and fully integrated with, annual estimates of the capital stock classified by industry and institutional sector; and some major national accounts aggregates for Australia as a whole are now complemented by comparable estimates for each of the States.

Third, there has been a significant development of analytical studies. With the assistance of the ABS and other national statistical agencies, the OECD has produced the first official estimates in which the economic aggregates for Australia are compared on a "purchasing power parity" basis with those of other OECD countries. The first official estimates of trends in "multi-factor productivity" have been produced, drawing together a range of ABS data on expenditure and product, and on inputs of labour and capital.

In the household survey area, data from the 1984 household expenditure survey were used to provide measures of the incidence of taxation and welfare benefits on different types of households - key information for evaluating the impact of taxation and welfare policies. An important feature of this project was the successful

application of the skills of professional experts from outside the ABS in the formulation and conduct of the study.

Another example, referred to in a number of the case studies, of the ABS meeting the expressed needs for more sophistication in the analysis of raw data was the introduction of "trend" time series estimates, in which the irregular influences are damped to produce "smoothed" seasonally adjusted time series. The outcome facilitates understanding of the underlying direction in which key indicators have moved over time, and eventually allows clearer identification of "turning points" in the historical series under consideration.

The extent of improvement in the availability of seasonally adjusted and trend series can be illustrated by comparing the number of series produced in 1989 (1662 seasonally adjusted series and 245 trend series) with the number in 1976 (435 seasonally adjusted series and no trend series). The over four-fold increase in the number of these series has been achieved notwithstanding a substantial reduction in the number of specialist staff in the Time Series and Seasonal Analysis area of the ABS: a remarkable indication of the productivity improvement which has been made possible by a more powerful computing environment and streamlined mathematical techniques, and an excellent example of the truth of the quotation which introduced this Chapter.

DISSEMINATION OF INFORMATION

The period from 1976 to the present has seen much change in the forms in which ABS statistical information is disseminated. Technological developments and growing computer literacy among statistical users have led the ABS to develop new forms of statistical output. The advent of microcomputer technology has had a large impact on the kinds of products offered.

In 1976, computer-readable output was limited to magnetic tape for sophisticated computer mainframe users. This output was costly to produce, was not easy for users to manipulate, and was difficult to tailor to the needs of individual users.

Today's computer readable output includes:

- **TELESTATS:** An electronic mail system using Telecom facilities to automatically deliver to specific user 'mail boxes' the tailored information requested.
- **Viatel:** Key indicators available on the national videotext service.
- **Magnetic tape:** This service is provided by many ABS subject matter areas, and includes "standard" and "ad hoc" products. Some data tapes of sampled unidentifiable unit records are also available, from household surveys and population censuses.

- **Floppy disk:** Standard services include data in some printed publications offered for loading directly into personal computers. Ad hoc, tailored services are also available; those which focus on offering small area data are proving particularly popular.
- **CD-ROM:** "State of the art" technology on compact disk. This was first used to provide 1986 population census information. The service is offered through a joint venture with Space-Time Research Pty Ltd, Melbourne. The agreement was the first of its kind in the world. The service includes sophisticated interrogation and mapping software for use on personal computers. Although the range of data disseminated was essentially the same as in every Australian population census since World War II, CD-ROM has made census data much more readily accessible. More recently, CD-ROM products have been extended to other subject areas.
- **AUSSTATS:** Public access to an on-line data base containing around 60 000 statistical series is offered through the PAXUS Comnet public access computer network. Extensive redevelopment and improvement of this service is planned for 1989-90.

The ABS places considerable importance on staying abreast of technological developments, in order to offer statistical products reflecting those developments. Technologies being considered include "bulletin boards" (multiple access electronic mail boxes) and "broadcast FAX" (simultaneous transmission of facsimile images to multiple destinations).

To complement these developments and the continued demand for "hard-copy" releases of information, the ABS has put increased efforts into explaining its data sources and providing guides to them. Examples include the release of concepts, sources and methods publications in the following areas: national accounts, balance of payments, foreign investment, consumer price index, labour statistics and the Australian health survey, and a guide to social data, DIRECT, accessible from floppy disk on personal computers.

THE KEYS TO ENHANCED PRODUCTIVITY

The progress outlined above would not have been possible without 3 key factors:

- Our staff and our working environment.
- The impact of technology and improved statistical techniques.
- The cooperation of our respondents.

Our staff and our working environment

A major element of the ABS's corporate ethos is that the staff of the Bureau are the key to successful and superior performance and achievement. The ABS has always enjoyed, and benefited from, good industrial relations with staff and staff associations. It has been among the leaders within the Commonwealth administration in the fields of occupational health and safety, industrial democracy, equal employment opportunity and participative work design.

Recent years have seen a number of important changes in the way the ABS is managed, which together determine the working environment of its staff. In particular, the ABS has been active in developing:

- Improved strategic, tactical and operational planning, which has been focussing upon the objectives and strategies established in the ABS's corporate plan.
- A management environment which places increasing emphasis on "letting the managers manage", with growing flexibility to make the most productive use of resources within overall dollar budgets.
- A corporate culture which embraces change as natural and desirable, coupled with an emphasis on team effort.
- A highly educated and well-motivated staff, who are encouraged and willing to give of their best.
- Substantially upgraded personnel development activities, preparing staff to better face the challenges of their work.
- An improved physical environment for our staff.

The impact of technology and improved statistical techniques

Statistical agencies such as the ABS depend on having the capacity to store and manipulate large and complex data sets. The ability to perform these functions efficiently has been the key to the ABS's improved cost-effectiveness, in the broadest sense, which has been detailed in the preceding sections.

In the late 1970s the ABS embarked on a substantial program to upgrade its mainframe computer equipment. The acquisition, installation and commissioning of the hardware, software, and communications network was a major task, as was the transfer of the multiplicity of statistical processing systems which existed on the previous equipment. These tasks continued well into the 1980s, and have been rewarded with vastly increased capacity to handle data through the collection, processing and dissemination phases.

The capacity of the current computing environment to support quite complex sample designs and estimation techniques, together with developments in statistical theory, has led to an increasing sophistication in survey design in the ABS, enabling sample sizes to be substantially reduced in some instances with consequent efficiency gains and reduced respondent load. At the same time increased detail is often available from those designs, for example in terms of geographic or industry information. This is another direct example of the truth of the quotation which opened this Chapter.

Continued growth in levels of demand for statistics and the high utilisation of modern data base technology have led to the decision to further enhance mainframe computing capacity in the near future.

The 1980s have seen the widespread introduction of microcomputer technology. The ABS now has around 700 microcomputers, which are used for a range of tasks including smaller volume processing, data analysis, graphics, desk top publishing, forms design, management information systems and word processing.

More recent initiatives involve progressive dispersal of centralised data entry pools, and the training and use of multi-skilled personnel to undertake data capture as part of their jobs. The ABS is also increasingly turning to data capture approaches which involve radical departures from the traditional key entry. These include computer assisted telephone interviewing where responses are keyed directly, optical mark and optical character processing, and, where possible, provision of data by business respondents in electronic form.

Technological innovation has brought with it the need to address issues relating to health, work design, training and accommodation. The widespread introduction of small scale technology will contribute to further productivity improvement in the ABS, but there are offsetting costs in the provision of equipment, ergonomic furniture and more accommodation.

The cooperation of our respondents

The continued cooperation of our respondents has been an important factor in the ABS's success in continuing to meet the needs of its clients and to significantly enhance its delivery of statistical products and services.

The resources used in producing the enhanced statistical product of recent years come not only from the ABS budget but from the time and effort of organisations and individuals who provide the information from which the nation's statistics are compiled. It would be impossible to maintain and improve the quality of the statistical service without the cooperation of respondents – and their trust in the integrity of the ABS in preserving the confidentiality of information provided.

The ABS has worked hard to keep to a minimum the load of paperwork on private and public sector organisations and households, recognising that a balance must be struck between the benefits resulting from the collection of information and the costs of all kinds incurred by respondents in providing it. Particular steps which have been taken include increased efforts to:

- Use administrative by-product information.
- Obtain the expert advice and assistance of persons and organisations with a special interest in, or responsibility for, the protection of individual privacy.
- Adopt form design and form testing standards which place major emphasis on clear communication with respondents, using language and terminology they understand.
- Introduce sample surveys wherever possible in place of complete enumerations.
- Introduce planned rotation into sample surveys to spread the load among respondents, to the extent that this is practicable.
- Introduce controlled overlap between sample surveys, where practicable, to minimise the number of different collections in which a respondent is included.
- Minimise data requirements (particularly from small businesses).
- Use standard classifications.

Through these measures the ABS has been able to maintain the confidence and cooperation of its respondents. Response rates to collections have been maintained at high levels, with little need for resort to the penal provisions of the *Census and Statistics Act 1905*.

CONCLUSION

The enhanced productivity performance of the ABS is the outcome of a combination of factors. Our staff and our working environment, the impact of technology and improved statistical techniques and the cooperation of our respondents have been vital. Taken together, these factors have been the keys to the ABS's success since 1976 in extracting its "quart", in terms of the range, timeliness and quality of its statistical products and services, out of the "pint pot" of resources made available to it.

3 PROGRAM BUDGETING - ABS PROGRAM

PROGRAM STRUCTURE

Under program budgeting arrangements the work of the ABS constitutes a single program, with two sub-programs, *statistical operations* and *corporate services*. In 1988-89 these sub-programs were split into 46 components and 106 sub-components.

A schematic presentation of the ABS program structure is shown in Appendix 1, and its relationship with the ABS organisation structure is shown in Appendix 2. The objective, a description, and a report on the resources, organisation, management and planning of the ABS program are given in this chapter. Information about the sub-programs and components is given in Chapters 4 and 5.

OBJECTIVE

The objective of the ABS program is to provide a high quality, user-oriented and dynamic statistical service for governments and the community to assist and encourage informed decision making, research and discussion.

DESCRIPTION

The principal legislation determining the functions and responsibilities of the Australian Bureau of Statistics is:

Australian Bureau of Statistics Act 1975
Statistics (Arrangements with States) Act 1956
Census and Statistics Act 1905

The ABS is the central statistical authority for the Commonwealth Government and, under the Government-to-Government Arrangements entered into with the States pursuant to the *Statistics (Arrangements with States) Act 1956*, provides statistical services for the State governments. The functions of the ABS are defined in section 6 of the *Australian Bureau of Statistics Act 1975* as follows:

- "(a) to constitute the central statistical authority for the Australian Government and, by arrangements with the Governments of the States, provide statistical services for those Governments;
- (b) to collect, compile, analyse and disseminate statistics and related information;

- (c) to ensure coordination of the operations of official bodies in the collection, compilation and dissemination of statistics and related information, with particular regard to –
- (i) the avoidance of duplication in the collection by official bodies of information for statistical purposes;
 - (ii) the attainment of compatibility between, and the integration of, statistics compiled by official bodies; and
 - (iii) the maximum possible utilization, for statistical purposes, of information, and means of collection of information, available to official bodies;
- (d) to formulate, and ensure compliance with, standards for the carrying out by official bodies of operations for statistical purposes;
- (e) to provide advice and assistance to official bodies in relation to statistics; and
- (f) to provide liaison between Australia, on the one hand, and other countries and international organisations, on the other hand, in relation to statistical matters."

In order to provide official statistics, the ABS undertakes a large number of separate collections, ranging from periodic censuses of industry to regular surveys to provide current economic indicators, and from the population census to household surveys on specific social or economic issues. In addition, the ABS devotes considerable efforts, in close co-operation with Commonwealth and State administrative agencies, to producing statistics as a by-product of administrative systems. Also, the ABS must keep in touch with users of statistics regarding their statistical requirements and with respondents to collections regarding their ability to provide data.

Each field of statistics is the responsibility of a subject matter unit and these units maintain ongoing contact with suppliers and users of data through means such as standing committees, user groups, conferences and seminars of representative organisations, and through day-to-day contact in the course of collecting and disseminating data. ABS officers outposted to government departments and authorities also play an important part in these respects.

The Australian Statistics Advisory Council, which was established by the *Australian Bureau of Statistics Act 1975*, plays an active role in advising upon the direction and priorities of the ABS work program. The activities of the Advisory Council are described in its annual report to Parliament.

The annual Conference of Statisticians, held in accordance with the Government-to-Government Arrangements under the *Statistics (Arrangements with States) Act 1956*, is a forum in which matters bearing on the relationship between the ABS

and State governments are discussed. The Deputy Commonwealth Statisticians in charge of the State offices of the ABS, the Statistician, Northern Territory, and the Statistician, Australian Capital Territory, participate in the Conference, and an official from each State, the Northern Territory and the Australian Capital Territory is invited to attend. In addition, a government statistical coordination and consultative mechanism operates in each State and the Northern Territory.

As the national statistical organisation the ABS has a broad role, and every effort is made to meet the information requirements not only of Commonwealth, State and Territory governments but also of the community at large. In releasing statistics, the ABS follows the long established principle that data should be made available as soon as practicable and should be equally accessible to all users.

FINANCIAL AND STAFFING RESOURCES

FINANCIAL AND STAFFING RESOURCES, BY APPROPRIATION ITEM AND PROGRAM ELEMENT, 1988-89 AND 1989-90 ESTIMATES

	1988-89 (Actual)			1989-90 (Estimates)		
	Statistical operations sub- program	Corporate services sub- program	ABS program	Statistical operations sub- program	Corporate services sub- program	ABS program
\$'000						
Running costs—						
Salaries	83 947	19 451	103 398	84 919	15 656	100 575
Administrative expenses	16 775	13 264	30 039	25 802	16 388	42 190
Property operating expenses (a) —						
Current	..	..	..	753	21 671	22 424
Capital	..	..	..	..	460	460
Compensation and legal expenses	..	643	643	..	55	55
Receipts credited (b)	..	..	..	1 985	79	2 064
Acquisitions, buildings, works —						
Plant and equipment	12 026	..	12 026	2 990	165	3 155
Construction of facilities (a)	..	..	..	..	1 333	1 333
Total expenditure	112 749	33 358	146 107	116 449	55 807	172 256
LESS —						
Miscellaneous revenue	5 351	..	5 351	5 400	..	5 400
Receipts to be credited (c)	..	..	..	1 985	79	2 064
Total outlays	107 397	33 358	140 756	109 064	55 728	164 792
Number						
Staff years	3 021	531	3 551	3 012	478	3 489

(a) From 1989-90, the ABS assumes control of property operating expenses and construction of facilities. (b) Receipts credited pursuant to section 9 of the Appropriation Bill No. 1. (c) Section 35 of the *Audit Act 1901* — to be credited to running costs.

Note: Any differences between totals and sums of components are due to rounding.

By far the largest part of ABS program expenditure in 1988-89 was salaries. More details of expenditure and receipts are given in Appendix 3. Financial statements for 1988-89 are in Appendix 4. An estimated distribution of expenditure across various ABS program components is shown in Appendix 5.

ORGANISATION

Besides the Central Office in Canberra the ABS has an office located in the capital city of each State and the Northern Territory. In Western Australia, South Australia and Tasmania the Deputy Commonwealth Statistician administering the office is also the State Government Statistician. The Statistician, Australian Capital Territory, who is based in the Australian Capital Territory Administration, is organisationally attached to Central Office.

The number and distribution of operative staff by office over the last 3 years is shown in the following table.

DISTRIBUTION OF STAFF 1986-87, 1987-88 and 1988-89

<i>Office</i>	<i>1986-87</i>	<i>1987-88</i>	<i>1988-89</i>
Average operative staff level (a)			
Central Office (Canberra)	1 653	1 644	1 650
New South Wales Office	524	501	455
Victorian Office	436	419	383
Queensland Office	328	364	334
Western Australian Office	237	221	237
South Australian Office	226	220	216
Tasmanian Office	126	128	125
Northern Territory Office	38	42	42
<i>Sub-total</i>	<i>3 568</i>	<i>3 539</i>	<i>3 441</i>
1986 Population Census Data Transcription Centre (Sydney)	1 015	27	..
<i>Total</i>	<i>4 583</i>	<i>3 566</i>	<i>3 441</i>

(a) Comprises full-time staff and part-time staff at full-time equivalent. Excludes inoperative staff, eg. staff on approved leave for periods of twelve weeks or longer. Paid inoperative staff accounted for 111 staff years in 1988-89.

Note: Any differences between totals and sums of components are due to rounding.

Details of staffing by sub-program and component are given in Appendix 6. The top structure and senior staff of the ABS are shown in Appendix 2.

MANAGEMENT AND PLANNING

The diverse activities involved in providing official statistical services require a considerable management effort to marshal resources in an optimal fashion. The ABS recognises that it is impossible to satisfy all demands, and seeks to react positively and responsibly to the needs of its users. At the same time, the ABS is conscious of the constraints on public spending and on the workload placed on respondents to its collections. Efforts to balance these conflicting requirements have led to continual reshaping of management practices.

The ABS has embarked upon a continuing process of strategic management, with the first corporate plan being produced in 1987. Information about the development and introduction of the plan, including an outline of the ABS's mission, its corporate ethos, and its 9 broad objectives, was included in the ABS Annual Report for 1986-87. Changes in the environment in which the ABS operates and feedback from staff have suggested that some modification of the plan is desirable and steps toward this were taken late in 1988-89. It is expected that a revised plan will be issued in 1989-90.

The ABS utilises a formalised planning system which, in the context of the corporate plan, revolves around a 3 year forward work program "rolled forward" by one year each year. The infrastructure for this planning system consists of a formalised set of ABS programs (numbering 46 in 1988-89) and ABS projects (106 in 1988-89) - which are the program components and sub-components in the program budgeting context. It is at these levels that work programs are developed and resources allocated for internal management purposes. Performance indicators are established for projects (sub-components).

Within this framework, and guided by the objectives and strategies identified in the ABS corporate plan, a rolling 3 year forward work program is developed. Each year, the relative priorities and competing resource requirements of all program elements are formally and extensively considered by senior management. Particular attention is given to:

- Prospective total resources available to the Bureau within the 3 year period.
- The extent to which particular statistical activities continue to be justified vis a vis other work for which a demand has been expressed by users.
- The costs imposed on respondents to collections, in terms of time, effort and loss of privacy.
- The market potential and revenue implications of the various initiatives proposed.
- Productivity gains which have been achieved or which might be possible in the future.
- Total demands on the service areas which the proposed forward work program would entail.

Proposals from ABS component managers are considered by senior managers and sets of specific tasks to be achieved in the medium term are developed for program elements. The forward work program and estimates which emerge are then examined by the Advisory Council, reconsidered in the light of its advice, and

submitted to the Minister. Staff and financial estimates are forwarded to the Department of Finance at the appropriate stages.

The culmination of each year's planning cycle is a comprehensive document describing the ABS's proposed work program for the ensuing triennium and the associated performance indicators and deployment of resources proposed. This document is available for public scrutiny and comment.

The external resource environment is now characterised by fixed financial budgets with variations, negotiated in advance, to allow for major cyclical activities (such as conduct of the population census). Within the ABS, resources allocated for the first year of the forward work program become the basis for controlling and monitoring the use of resources in all divisions and offices of the Bureau. The allocations are reviewed periodically during the year to take account of experience and any changes in circumstances that have occurred or are foreseen.

Regular assessments are made to ascertain whether the goals set down in the work program are being achieved. Heads of Central Office branches and of the State Offices report formally to senior management, on an annual basis, on achievements against the agreed goals and performance indicators. In this way overall managerial effectiveness is monitored and senior staff both in Central Office and the State Offices have an opportunity to discuss problems with senior management of the ABS.

This management and planning system is further enhanced by periodic meetings of senior officers of the Bureau to consider general policy, statistical and administrative matters. One of the standing items on the agenda is the ABS work program, which is discussed in detail before presentation to the Advisory Council.

From time to time, inter-office conferences are held of representatives of subject matter or service units, or those engaged on particular projects. The benefits in communication across a geographically dispersed organisation are significant.

Overlaid on these management practices is a special arrangement relating to marketing of ABS products and services. A marketing management group, consisting of a number of division heads and other officers, chaired by the Deputy Australian Statistician, meets every second month to review sales performance and progress against marketing strategies. The group may decide to revise marketing strategies or take other steps to improve overall ABS marketing performance.

In addition there are some special arrangements to manage the Bureau's use of technology and to ensure the successful development of computing systems. A committee of division heads, chaired by the Deputy Australian Statistician, oversees the management of technology, including the introduction of new technology. All software changes to the computing environment (for the mainframe and for distributed processors linked to each other and the mainframe in local area networks) have to be approved by a special change management committee in order to minimise disruption to production systems.

4 STATISTICAL OPERATIONS SUB-PROGRAM

OBJECTIVE

The objective of the statistical operations sub-program is to contribute to the statistical goals of the Australian Bureau of Statistics by:

- *Maintaining a balanced, timely, relevant statistical service.*
- *Ensuring product quality.*
- *Extending and improving the statistical service.*
- *Promoting statistical standards, classifications and frameworks.*
- *Coordinating the statistical activities of other government agencies.*
- *Balancing benefits to users with public and private costs of collection.*
- *Being cost efficient and increasing productivity.*

DESCRIPTION

The statistical operations sub-program operates in response to the statistical needs of governments and the wider community, taking into account the public and private costs associated with collecting, processing and disseminating statistical information. At the broad level, the activities undertaken within the sub-program include:

- Collection, processing, analysis and dissemination of statistics.
- Coordination of the statistical activities of other agencies (through coordination reviews, participation in national and State statistical committees and through the ABS's outposted statistical service).
- Provision of professional statistical support (through outposted officers and consultancy work).
- Development, maintenance and promotion of statistical standards, classifications and frameworks.

The work program of the statistical operations sub-program is determined after extensive consultation with governments, businesses and community groups and with the advice of ASAC. In determining the work program, account is taken of the

needs of users, the benefits of statistics, the load on respondents and the costs associated with the activities. Requirements for statistics to support enhancement of social justice are taken into account. (To assist in this, the ABS is preparing an access and equity plan.) Information about ABS activities in relation to particular groups in the community, such as women, Aboriginal people and people of non-English speaking background, is given in Appendix 13.

The statistical operations sub-program depends on the corporate services sub-program for personnel and resource management and executive management. Individual components within the sub-program have close links with a wide range of specific government programs which act as providers of data, users of statistical information and users of statistical coordination and consultancy services. Other agencies also co-operate with the statistical operations sub-program in providing a total statistical service.

OUTPUTS OF THE SUB-PROGRAM

Printed publications are the traditional medium for release of official statistics. However, the ABS exploits all major avenues for dissemination of statistics, and releases data in many forms in addition to publications, including microfiche, computer-readable media (magnetic tape, floppy disk and CD-ROM) and on-line electronic access. This latter form of access includes the use of Viatel, the national videotex service; the use of a time series data base called AUSSTATS on the PAXUS Comnet public access computer network (previously known as CSIRONET); and the use of TELESTATS, through the Telecom Keylink "T" electronic mail system, to deliver previously requested information to subscribers' electronic mail boxes. The ABS also provides a telephone recorded message service - "Dial-a-Statistic" - covering the most frequently sought information. In addition, the ABS operates a central information service, which is a contact point for general enquiries about the availability of statistics or dissemination services.

In most fields, statistics more detailed than those initially released in publications and other forms can be obtained by approaching the ABS through its central information service.

Even with the array of measures described above, the ABS cannot in practice meet the needs of all users of statistics direct. Various information intermediaries therefore play an important role in disseminating statistics. These include all branches of the media, libraries (general and specialised), commercial information networks, and business, academic and other research services.

Recently, at the Government's direction, the ABS implemented charging, at realistic market prices, for all its products and services whether or not they are being provided to governments or the community generally. The aims of this approach are to encourage users to address their real needs for statistics, to enable the demand for ABS products to be used as an indicator of how ABS resources should be used, and to raise revenue.

PERFORMANCE OF THE SUB-PROGRAM

The performance of the statistical operations sub-program is shown below in terms of the following indicators:

- Dissemination of ABS outputs:
 - Number of ABS releases, classified by subject matter and frequency.
 - Details of other forms of dissemination.
- Resources expended on coordination and consultation services.
- Cost of the statistical operations sub-program.
- Revenue raised.
- Timeliness of the release of ABS statistics.
- Complaints about respondent load.

Dissemination of ABS outputs

ABS RELEASES (a) CLASSIFIED BY SUBJECT MATTER AND FREQUENCY

	<i>Annual</i>	<i>Quarterly</i>	<i>Monthly</i>	<i>Other</i>	<i>Total</i>
	Number				
<i>NATIONAL ACCOUNTS, BALANCE OF PAYMENTS, FOREIGN INVESTMENT, FOREIGN TRADE AND PUBLIC AND PRIVATE FINANCE</i>					
1986-87	37	60	218	7	322
1987-88	40	63	173	3	279
1988-89	34	70	168	5	277
<i>AGRICULTURE, MINING, MANUFACTURING, CONSTRUCTION, DISTRIBUTION, TRANSPORT, SERVICES INDUSTRIES, SCIENCE AND TECHNOLOGY</i>					
1986-87	120	136	464	11	731
1987-88	96	145	451	11	703
1988-89	84	140	472	39	735
<i>ESTIMATES OF POPULATION, POPULATION PROJECTIONS, POPULATION CENSUS, VITAL STATISTICS AND MIGRATION</i>					
1986-87	50	5	15	19	89
1987-88	47	9	12	50	118
1988-89	42	8	12	37	99
<i>LABOUR FORCE, EMPLOYMENT CONDITIONS, PRICES AND HOUSEHOLD INCOME AND EXPENDITURE</i>					
1986-87	29	54	130	19	232
1987-88	23	48	117	16	204
1988-89	29	56	134	16	235
<i>EDUCATION, HEALTH, WELFARE, LAW, ORDER AND PUBLIC SAFETY</i>					
1986-87	37	..	..	6	43
1987-88	36	..	..	12	48
1988-89	24	..	..	13	37
<i>GENERAL</i>					
1986-87	30	18	132	10	190
1987-88	34	19	131	4	188
1988-89	27	16	142	7	192
<i>TOTAL</i>					
1986-87	303	273	959	72	1 607
1987-88	276	284	884	96	1 540
1988-89	240	290	928	117	1 575

(a) Includes catalogue numbered publications and releases on microfiche, magnetic tape and floppy disk.

OTHER FORMS OF DISSEMINATION

	1986-87	1987-88	1988-89
AUSSTATS (Registered customers at 30 June)	118	185	160
TELESTATS (Number of mail boxes at 30 June)	40	50	60
Viatel (ABS frames accessed)	302 820	206 318	172 348
CD-ROM (Units sold)	..	198	337
Inquiries serviced (Number)	311 897	342 967	349 014
Dial-a-Statistic (Number of calls)	33 305	36 900	51 902

Coordination and consultation services

STAFF YEARS EXPENDED ON OUTPOSTING AND CONSULTANCY

	<i>Commonwealth Government</i>	<i>State Government</i>	<i>Other</i>	<i>Total</i>
	Staff years			
<i>1986-87</i>				
Outposting	11.7	12.0	..	23.7
Consultancy	6.1	10.0	3.5	19.6
<i>Total</i>	<i>17.8</i>	<i>22.0</i>	<i>3.5</i>	<i>43.3</i>
<i>1987-88</i>				
Outposting	11.3	10.0	..	21.3
Consultancy	6.6	6.0	3.3	15.9
<i>Total</i>	<i>17.9</i>	<i>16.0</i>	<i>3.3</i>	<i>37.2</i>
<i>1988-89</i>				
Outposting	9.8	7.0	..	16.8
Consultancy	7.2	6.6	1.4	15.2
<i>Total</i>	<i>17.0</i>	<i>13.6</i>	<i>1.4</i>	<i>32.0</i>

Cost of the statistical operations sub-program

COST OF STATISTICAL OPERATIONS SUB-PROGRAM AT CURRENT AND CONSTANT (a) PRICES

	1986-87	1987-88	1988-89
	\$'000		
<i>TOTAL COST</i>			
Current prices	132 246	95 041	112 749
Constant prices (a)	117 239	80 271	90 853
<i>EXCLUDING POPULATION CENSUS DATA TRANSCRIPTION CENTRE</i>			
Current prices	87 414	94 180	112 749
Constant prices (a)	77 495	79 544	90 853

(a) 1984-85 prices, derived by applying the implicit price deflator for general government final consumption expenditure (including superannuation and excluding defence). Figures for 1986-87 and 1987-88 have been revised from those shown in the 1987-88 Annual Report because of the availability of revised deflators.

The increase in sub-program expenditure in constant prices in 1988-89 reflects some devolution of functions from the corporate services sub-program, purchase of a new mainframe computer, and better cost attribution arrangements within the ABS.

Revenue raised

REVENUE RAISED AT CURRENT AND CONSTANT (a) PRICES

	<i>Current prices</i>			<i>Constant prices (a)</i>		
	1986-87	1987-88	1988-89	1986-87	1987-88	1988-89
	\$'000					
Publications (including maps)	487	2 312	3 295	411	1 818	2 414
Magnetic tapes	23	356	164	19	280	120
Overseas trade statistics	171	248	456	144	195	334
Microfiche	12	128	141	10	101	103
Photocopies	45	81	156	38	64	114
Floppy disks	(b)	14	98	(b)	11	72
CD-ROM	..	29	630	..	23	461
Other	195	288	411	165	226	301
<i>Total</i>	933	3 456	5 351	787	2 718	3 920

(a) 1984-85 prices, derived from movements in the consumer price index, weighted average of 8 capital cities. (b) Not separately identified: included in "Other".

Note: Any differences between totals and sums of components are due to rounding.

Timeliness of the release of ABS statistics

TIME BETWEEN END OF REFERENCE PERIOD AND RELEASE OF DATA

	1986-87	1987-88	1988-89
Average number of elapsed days			
<i>MAIN ECONOMIC INDICATOR STATISTICS</i>			
Monthly	46	42	42
Quarterly	79	74	74
<i>OTHER STATISTICS</i>			
Monthly	62	50	46
Quarterly	126	120	100
Annual	452	356	268

Complaints about respondent load

WRITTEN REPLIES TO BUSINESS COMPLAINTS AND MINISTERIAL AND STATISTICIAN'S REPLIES ABOUT RESPONDENT LOAD

	1986-87	1987-88	1988-89
Number			
Replies to business complaints	97	73	34
Ministerial replies	9	8	3
Statistician's replies	6	4	8

REVIEW OF COMPONENTS

The remainder of this chapter reviews the activities and achievements of each component of this sub-program during 1988-89 (except the Divisional administrative support components).

Information services

The information services component distributes printed ABS publications through a series of ABS Bookshops and through a subscription mailing service; provides a central information service to handle ad hoc inquiries for statistical information; furnishes a library service to ABS staff and to external users of national and international statistical material; and compiles a number of compendium publications such as *Year Book Australia* (ABS Catalogue No. 1301.0) and *Monthly Summary of Statistics* (ABS Catalogue No. 1304.0).

Some details of information services provided over the past 3 years are shown in the performance indicators for the statistical operations sub-program (see pages 32 to 35). Some additional details are included below.

Central information service

During 1988-89 the ABS's central information service received 67% of its inquiries by telephone, 29% by personal visit and 4% by mail. Of the total inquiries, 75% were relatively straightforward requiring, for example, the provision of a publication or a few readily available figures. The other 25% involved a more detailed response such as arranging for a special extraction of data, coordinating a response crossing a range of fields of statistics, or arranging a subscription to ABS publications or to customised data services. The number of inquiries received by the service has been increasing steadily each year. In order to rationalise this demand, an information consultancy service supported by a telephone queuing system has been introduced. The queuing system handles less complex inquiries, taking 5 minutes or less to answer, while the information consultancy service offers a professional service tailored to users needs.

A telephone recorded message service - "Dial-a-Statistic" - is provided from the larger ABS offices. In the Sydney, Melbourne, Brisbane, Perth and Adelaide offices the message covers a small number of the most frequently sought series, including the consumer price index (CPI). In Canberra the message features the CPI and provides information about forthcoming data release dates.

Publications mailing service

Approximately 17 000 clients were on the ABS subscription mailing list in June 1989 to receive publications. Of these, 60% were in the business sector; 18% were in Commonwealth, State and local government; 7% were in educational institutions; and 8% were private citizens; leaving 7% in other categories. This compares with 38 000 clients on the mailing list prior to introduction of extended charging in January 1988, and 23 000 in June 1988 (before a price increase in January 1989). Information about the introduction of extended charging is given on pages 40 and 41.

During the year hand-held scanners were introduced for subscription renewals, to automate marking-in, receipting of moneys, and generation of statements for banking purposes.

Publishing

The publishing component provides a publishing service for ABS products produced as printed publications and microform.

Printed publications range in size from a few pages containing monthly or quarterly key indicator series to major volumes such as the Australian and State year books. All publications are listed and described in the annual *Catalogue of Publications and Products* (ABS Catalogue No. 1101.0). The volume of publication activity is indicated in the following table.

PUBLICATIONS ISSUED, 1988-89 (a)

	Annual	Quarterly	Monthly	Other	Total
Number of titles					
Central Office (Canberra)	98	47	45	76	266
New South Wales Office	19	3	6	5	33
Victorian Office	17	4	6	6	33
Queensland Office	34	5	7	10	56
Western Australian Office	25	5	8	9	47
South Australian Office	26	4	3	6	39
Tasmanian Office	17	4	4	3	28
Northern Territory Office	4	3	1	3	11
Total	240	75	80	118	513

(a) includes, in addition to printed publications, catalogue numbered releases on microfiche, magnetic tape, CD-ROM and floppy disk.

Some further details relating to publishing activity are shown in the performance indicators for the statistical operations sub-program (see pages 32 to 35).

Introduction of electronic publishing systems for composition and typesetting of printed publications resulted in significant efficiency gains during the year. There were also benefits for some publications in terms of timeliness, security and improved presentation. In the case of graphs, an expert system has been developed to automatically generate the most suitable form of graph in each instance in accordance with ABS publishing standards.

To meet continually changing needs within the community, a variety of new publications were designed and released during the year. It includes a series of national and State thematic reports from the 1986 population census covering a range of major findings on contemporary issues, such as *Australian Families and Households* (ABS Catalogue No. 2506.0), *Children in New South Wales* (ABS Catalogue No. 2201.1) and *Australia in Profile* (ABS Catalogue No. 2502.0). The publication *Small Business in Australia* (ABS Catalogue No. 1321.0) which presented statistics on small businesses obtained from a variety of ABS sources was produced for the first time in September 1988.

Electronic dissemination

The electronic dissemination component provides a range of support services for the dissemination of ABS products and services produced in computer readable form. With advances in telecommunications and increasing community access to computing facilities, there has been a growing demand for statistics in forms suitable for access, storage, and manipulation by computer. Growing numbers of users require immediate access to newly-released statistics and the ability to transfer and manipulate data from large databases on demand.

Some details of electronic dissemination activities over the past 3 years are shown in the performance indicators for the statistical operations sub-program (see pages 32 to 35).

The current ABS services which make use of electronic media are reviewed briefly below.

Viatel

Through Viatel the ABS provides electronic access to summary statistics from 50 ABS publications. Users can obtain main economic statistics instantly from the time of their release.

AUSSTATS on-line data service

The AUSSTATS on-line data service comprises a time series database and supporting software on the PAXUS Comnet public access computer network

(previously known as CSIRONET). The service has time series data storage, retrieval and manipulation facilities. Its features include the following:

- The database is updated daily at the time statistics are released. Series cover the full time span of available data (up to 30 years in some cases).
- Users may access the database through a permanent link to PAXUS Comnet, by a dial-up connection using the telephone network, or via "gateways" from other Australian or international networks.
- Users may transfer data from AUSSTATS to their own computer systems.
- Charges depend on resources consumed in using the facility and have been set to cover costs related directly to the maintenance of the service. All users of the system are charged.

The database for the service currently includes over 60 000 general interest series. Most are drawn from ABS publications, although they cover a longer time span than the data in current publications. In addition, series which are of interest to specific customers can be provided on a full cost recovery basis.

TELESTATS electronic mail service

The TELESTATS service uses the Telecom Keylink "T" electronic mail system to automatically deliver previously requested, tailored information to subscribers' electronic mail boxes. Currently, the information provided is limited to that available from the ABS database of monthly foreign trade statistics. Subscribers may request, for example, monthly returns showing trade in a customer-specified range of commodities.

The TELESTATS service is being extended progressively to cover a range of subject fields. All main economic indicator publications are expected to be made available progressively during 1989-90 to the public through multi access electronic mail boxes within the TELESTATS environment. The first test release, *Balance of Payments, Australia* (ABS Catalogue No. 5301.0), was made in June 1989.

Magnetic tape services

In recent years a growing volume of data has been made available on magnetic tape. Currently the ABS has 57 standard tape services, as well as data made available on tape on an ad hoc basis. The standard releases are described in the *Catalogue of Publications and Products* (ABS Catalogue No. 1101.0). Each tape is accompanied by documentation containing the technical and other information needed for it to be used effectively.

Floppy disk services

The ABS has developed systems for providing data on floppy disk in formats which can be read by the majority of personal computer systems. Floppy disk services were first made available to the public during 1986-87 and now cover statistics from the labour force survey, the retail census, the population census, the Australian municipal information system, the national accounts, the NIF 10S model database, the agricultural census and the income distribution survey, as well as some quarterly time series in other fields of statistics. In addition, social, population and labour statistics directory information is available from the *DIRECT* floppy disk package (ABS Catalogue No. 1116.0).

CD-ROM services

The first CD-ROM (compact disk read only memory) product released by the ABS was CDATA86. It comprises an extensive range of 1981 and 1986 population census data on CD-ROM together with documentation and software to provide a complete system for retrieving, manipulating, tabulating and mapping the data using a microcomputer. It was developed and is being marketed by the ABS in contract with a private enterprise company, Space-Time Research Pty Ltd. Since its launch in February 1988, over 450 copies of the product have been sold yielding total sales in excess of \$1.5 million.

The success of CDATA86 has led the ABS and Space-Time Research Pty Ltd to release other CD-ROM products which are marketed as the *Regional Profiles* (RP) range. Currently this covers statistics from the Australian municipal information system, the standardised local government finance system, the agricultural data dissemination service and the retail census.

Marketing

The marketing component, which was established during 1988-89 to perform a central marketing function for the ABS, has responsibility for providing leadership on a range of marketing issues, including development and maintenance of a marketing plan for the ABS, and identification of opportunities for increasing ABS revenue potential. In addition it provides marketing and customer relations training support to other ABS program components.

The ABS marketing philosophy is to build on the ABS's reputation of professionalism and integrity, applying high standards and providing reliable information. Efforts will be directed to improving the relevance and responsiveness of ABS products and services.

Early in 1989 the first marketing plan was developed. It outlines overall strategies and directions for marketing by the ABS and specifically details tasks to be undertaken in 1989. It emphasizes that the ABS is in the business of satisfying client needs for information leading to informed decision-making.

In order to provide a rationing mechanism for demands on ABS products and services and to recover more of the cost of disseminating statistics, the ABS, from January 1988, introduced charging for all its statistical publications and services. Previously charges were not made for most smaller publications and some services. From January 1989, charging has been on the basis of market price, in cases where this can be assessed, and on the basis of recovery of ABS preparation and dissemination costs in other cases. However, free copies of publications are provided on request to public libraries, university faculty libraries, parliamentarians and the media.

The ABS proposes to charge State government agencies and local government authorities for ABS products and services from October 1989. These bodies have not been charged previously.

The growth in revenue from sales of publications and other products and services is shown in the performance indicators for the statistical operations sub-program (see page 34).

National accounts

The national accounts component produces a range of statistics which together form the Australian system of national accounts. It summarises, in a systematic and comprehensive way, the economic transactions that take place in the Australian economy and between Australia and the rest of the world. The usefulness of the accounts derives largely from the way in which data are brought together from all available sources and presented in a conceptually consistent way both for a given period and over time. The accounts basically accord with the recommendations contained in the United Nations *System of National Accounts*.

To present an up-to-date picture of the national economy, summary national income and expenditure accounts at both current and constant prices are published as soon as possible after the end of each quarter. However, much of the more reliable information needed for the accounts does not become available until some time after the publication of preliminary figures. Therefore, estimates for the most recent quarters are revised as additional information becomes available.

A more detailed and firmer picture of the national economy is provided in annual and periodic national accounts statistics such as the annual national income and expenditure estimates, annual estimates of gross product by industry and the input-output tables (currently annual, but to be triennial from the 1986-87 reference year).

Activities and achievements during the year included:

- Extension of quarterly current price estimates of private final consumption expenditure for each State and Territory to include publication of seasonally adjusted current price estimates, and constant price estimates in both original and seasonally adjusted terms. They are released each quarter in *Australian National Accounts: National Income and Expenditure* (ABS Catalogue No. 5206.0).
- Release of quarterly estimates of constant price gross product by industry, and associated employment and hours worked estimates, in *Australian National Accounts: Gross Product, Employment and Hours Worked* (ABS Catalogue No. 5222.0). The first issue was for June quarter 1988.
- Upgrading the contents of the main quarterly national accounts publication to include additional data (particularly fixed-weighted price indexes of gross domestic product and its main components) and to present, each quarter, a feature article on an aspect of national accounting.
- Publication of estimates of multifactor productivity, in the information paper *Development of Multifactor Productivity Estimates for Australia, 1974-75 to 1987-88* (ABS Catalogue No. 5229.0).
- Inclusion of hours worked data by industry in *Australian National Accounts: Gross Product, Employment and Hours Worked* (ABS Catalogue No. 5211.0).
- Development of constant price estimates for engineering construction activity.

International accounts

The international accounts component produces statistics and related information on the balance of payments, international economic transactions and foreign financial assets and liabilities. Balance of payments and foreign investment statistics are published in monthly, quarterly and annual releases; detailed statistics on international transportation services are published in a quarterly release. Unit record files containing foreign participation characteristics of enterprises are produced periodically for use by other ABS components to undertake studies of foreign ownership and control.

Activities and achievements during the year included:

- Introduction of improved commodity breakdowns of the merchandise exports and imports items in the balance of payments, based on the third revision of the United Nations *Standard International Trade Classification*.

- Release of a new publication *Balance of Payments, Australia – Summary of Concepts, Sources and Methods* (ABS Catalogue No. 5351.0).
- Conduct of a new biennial survey of enterprises engaged in a range of international service activities (eg advertising, telecommunications, managerial consultancy and research and development services). The results are expected to be published in September 1989.
- Introduction of a quarterly survey of enterprises known to provide financial facilities to Australian residents who travel abroad. This survey was previously conducted on an annual or less frequent basis. The collection of quarterly details will improve the travel debits estimates in the balance of payments.
- Development of systems to process quarterly data from a survey of international visitors to Australia; these data were previously available less frequently. This will improve the travel credits estimates in the balance of payments.
- Introduction of sampling in foreign investment collections from the 1987–88 annual collection. This led to a reduction in respondent load associated with this collection as well as enabling additional resources to be devoted to improving the quality of foreign investment statistics.
- Improvement in the timeliness of the quarterly publication *Foreign Investment, Australia* (ABS Catalogue No. 5306.0).
- Improvement in the methodology used to calculate initial quarterly estimates of foreign borrowing domiciled in Australia, a component of Australia's foreign debt.
- Merger of the survey of international trade credit into the survey of foreign investment. As a result, a number of data items previously collected were discontinued and statistics on trade credit are now compiled on a basis consistent with other foreign investment statistics.
- Introduction of redesigned and rationalised foreign investment survey forms which reflect ABS form design standards, take account of changed user requirements, facilitate reporting and reduce respondent load.
- Commencement of an investigation into the feasibility of introducing electronic reporting in foreign investment collections. The objective of this investigation is to reduce respondent load and ABS processing costs as well as to improve the quality of foreign investment statistics.
- Publication of foreign debt ratios in the quarterly publication *Foreign Investment, Australia* (ABS Catalogue No. 5306.0).
- Completion of a review of input editing in foreign investment statistics.

Trade

The trade component provides detailed statistics on the composition of Australia's export and import trade and on shipping and air cargo movements. The statistics are available in a range of publications, on microfiche and magnetic tape, in tailored computer reports, as well as through "special returns" which provide regular information on individual commodities either by post or by TELESTATS (an electronic mail service). The component also maintains the statistical classifications for use by importers and exporters in completing customs documentation.

Activities and achievements during the year included:

- Publication, for the first time, of statistics on foreign control of enterprises engaged in export activity in *Foreign Control of Exports from Australia, 1985-86* (ABS Catalogue No. 5438.0).
- Progressive implementation since December 1988 of the Australian Customs Service's electronic system (EXIT) for lodging and processing export information. The new system is expected to lead to improvements in both the quality of export statistics and in the efficiency with which they are produced.
- Conduct of a review of confidentiality practices and procedures in relation to foreign trade statistics, with progressive implementation of results.
- Development of a marketing plan for foreign trade and shipping statistics to identify and prioritise clients' needs; target output and delivery methods to meet those needs; and encourage the rational use of output through appropriate promotion and pricing policies.
- Generation of a two thirds increase in revenue on the previous year from the sale of statistical services. The foreign trade component currently contributes about 13% of ABS revenue.
- Commencement of a review of the trade computer processing system to improve data quality and timeliness, increase system flexibility, improve delivery of statistical services to clients, and achieve significant computer resource savings.
- Conduct of a participative work design exercise to redesign the component's organisation structure and the jobs within that structure. Recommendations are to be implemented in 1989-90.
- Assistance to official statistical agencies in the Pacific region by providing staff to conduct a training course in foreign trade statistics in Micronesia, and by providing special classification services to the Malaysian and Vanuatu statistics offices.

Prices

The prices component undertakes the compilation of the consumer price index (CPI) and other price indexes. The CPI measures the change each quarter in the cost of purchasing a constant basket of consumer goods and services. The other price indexes address broader economic concerns and relate to imports and exports and a range of producer prices, including inputs and outputs of manufacturing industry, and materials used in the building industry.

Activities and achievements during the year included:

- Conduct of a review of the treatment of mortgage interest charges in the CPI, culminating in an improved method being introduced for March quarter 1989.
- Continuation of the development of a computer system for the compilation of the CPI. The system is planned to be in full operation by the end of 1990.
- Completion of the development of a computer system for compiling foreign trade and producer price indexes.
- Completion of a review of the need for country town food price indexes, resulting in agreement for the full costs of the collection to be met by the small group of major users.
- Completion of a review of the price index of articles produced by manufacturing industry.
- Publication of a new price index of materials used in both open cut and underground black coal mining.

Financial institutions

The financial institutions component provides statistics of the lending activity and financial structure of financial institutions including banks, building societies, finance companies, credit unions, cash management trusts and superannuation funds. It is also developing quarterly flow of funds accounts showing the financial flows between the institutional sectors of the economy.

Activities and achievements during the year included:

- Continuation of work on compilation of quarterly flow of funds statistics to complement the quarterly national accounts. Collections are now in place to fill the major gaps in existing data sources for the flow of funds accounts. These accounts will show net acquisitions of financial assets and incurrence of liabilities by each sector of the economy, classified by financial instrument.

- Further liaison with the Reserve Bank and the Treasury to rationalise banking and financial institutions collections. Resulting changes to the *Banking Act 1959* are imminent and will result in a reduction in the duplication of work between the Reserve Bank and the ABS.
- Upgrading of a number of publications to include more use of graphics and more analytical comment.
- Cessation of the annual surveys of superannuation funds following introduction of a similar data collection by the Insurance and Superannuation Commission beginning with the financial year 1986-87.

Public finance

The public finance component provides statistical information on revenue, outlay and financing transactions of Commonwealth, State, Territory and local governments and their trading enterprises. In addition to a range of annual publications, quarterly statistics are compiled for inclusion in the national accounts, and detailed financial statistics about individual local government authorities are provided on magnetic tape and microfiche.

Activities and achievements during the year included:

- Progress on a review of the costs and benefits of continuing to compile and publish detailed financial statistics for individual local government authorities from the system of standardised local government finance statistics and the development of a strategy for implementing cost saving and cost recovery options.
- Compilation of the first statistics on the indebtedness of the Australian non-financial public sector, commencing at 30 June 1987. The statistics show the liabilities, financial assets and net debt of the Commonwealth and each State's general government and public trading enterprises, and the debt of local governments in each State. The statistics also include gross indebtedness to non-residents, denominated in Australian and foreign currency, debt domiciled in Australia and overseas, financial assets held with non-residents and net indebtedness to non-residents.
- The successful trial of direct transfer and input of data from State budget accounting systems using 1987-88 data from the Victorian Department of Management and Budget.
- Assistance to the New South Wales, Queensland, Western Australian, Tasmanian and Northern Territory Treasuries, as part of a cooperative effort by the ABS and State Treasuries aimed at the introduction of uniform ABS concepts in State governments' financial reporting.

Agriculture

The agriculture component has as its aim the provision of a balanced range of commodity and financial statistics relating to agriculture. The main elements of this component involve the conduct of an annual integrated agricultural commodity census, a number of commodity surveys and an agricultural finance survey, and the production of a range of derived statistics including estimates of the value of agricultural commodities produced and the apparent consumption of foodstuffs and nutrients.

Activities and achievements during the year included:

- Release, in April 1989, of final results from the 1986-87 agricultural finance survey.
- Release, in May 1989, of preliminary results from the 1987-88 agricultural finance survey.
- Conduct of the 1987-88 annual agricultural census, consolidating changes made in 1987 to the scope and coverage of the collection.

Mining

The mining component, with the cooperation and assistance of State government mines departments, is responsible for the conduct of an annual census of the mining industry. The census provides data on the structure and operations of the industry, comparable with those available in respect of other sectors included in the rotating economic census program. Quarterly collections of mineral and petroleum exploration are also undertaken.

Activities and achievements during the year included:

- Completion of a comprehensive review of the mining component which has identified a more realistic balance between users' needs, respondent load and available resources. It is intended that the review recommendations will be implemented during 1989-90.
- Transfer of full responsibility for mineral and petroleum exploration statistics to the Western Australian Office in line with the general policy of allocating wider responsibilities to regional offices.

Energy

The energy component has conducted surveys on the consumption of energy by households and one on consumption by industry. No further surveys are planned at the national level in the immediate future.

Activities and achievements during the year included:

- Release of the final phase of results of the 1985-86 national household energy survey.
- Release of a household sample file from the 1985-86 national household energy survey.
- Release of the results from the 1986-87 ABS survey on energy consumption by industry.

Manufacturing

The manufacturing component includes censuses of manufacturing and electricity and gas production and distribution, and monthly and quarterly surveys of manufacturing production.

Activities and achievements during the year included:

- Introduction of a 3 year program of manufacturing censuses involving 2 "restricted content" censuses and one "full-scale" census per triennium. The first "restricted content" census was conducted for 1987-88. While significantly reducing respondent load and ABS costs, the program will continue to provide users with industry structure and performance measures.
- Development of methodology to introduce additional indexes of manufacturing production. State quarterly production indexes are expected to be available from early 1990.
- Completion of development work for collection of an increased range of monthly and quarterly commodity production statistics. Collection activity for the additional items will commence in September quarter 1989.
- Completion of a revised commodity classification. The new classification has been designed to facilitate comparison of domestic production of products with imports and exports.
- Creation of a facility to conduct small scale industry and issue specific surveys.

- Continued provision of advice to other departments on questionnaire design and statistical techniques and provision of mailout services.

Distribution and services industries

The distribution and services industries component includes monthly surveys of retail trading and periodic censuses or surveys of retail, wholesale and services industries.

Activities and achievements during the year included:

- Release of detailed results from the 1985-86 retail census, in hard copy publications, for each State and Australia (*Retail Industry : Details of Operations, 1985-86* (ABS Catalogue Nos 8622.0 - 8622), *Establishment Size Statistics, 1985-86* (ABS Catalogue Nos 8626.1 - 8626.6)) and small area and establishment size statistics for the Northern Territory and the Australian Capital Territory in *Retailing in the Northern Territory, 1985-86* (ABS Catalogue No. 8629.7) and *Retailing in the Australian Capital Territory, 1985-86* (ABS Catalogue No. 8628.8).
- Release of the above data in computer readable form: *Retail Industry : Details of Operations, 1985-86 - Data on Floppy Disk* (ABS Catalogue Nos 8640.0 - 8640.8), *Retail Industry : Establishment Size Statistics, 1985-86 - Data on Floppy Disk* (ABS Catalogue Nos 8642.1 - 8642.6), *Retailing in the Northern Territory, 1985-86 - Data on Floppy Disk* (ABS Catalogue No. 8643.7) and *Retailing in the Australian Capital Territory, 1985-86 - Data on Floppy Disk* (ABS Catalogue No. 8643.8).
- Release of small area retail statistics for Australia on compact disk (CD-ROM). Retail on CD-ROM makes use of the SUPERMAP software used by the ABS CDATAS6 product which allows the tabulation and mapping of data on microcomputer.
- Release of preliminary results from the 1986-87 series of major tourism and personal services industries surveys in *Selected Tourism and Personal Service Industries, Summary of Operations, Australia, 1986-87, Preliminary* (ABS Catalogue No. 8650.0).
- Conduct of a survey of major business and professional services industries in respect of 1987-88. Industries covered by the survey include real estate agents; architectural, surveying, engineering and scientific services; legal and accounting services; data processing; advertising services; market and business consultancy services; typing and mailing services; credit reporting, cleaning, security services etc. Preliminary results from the survey are expected to be released early in 1989-90, with more detailed results to be made available later in the year.

- Redesign of the monthly retail trade survey to incorporate 1985-86 retail census benchmarks; a shift to an enterprise based collection; the collection of a more readily available data item (turnover instead of retail sales); the extension of the survey to cover the Northern Territory; and the expansion of published data.
- Development and trial of computer assisted telephone interviewing (CATI) for the conduct of the monthly retail trade survey. The trial has indicated a potential for improvement in survey timeliness and reduction in burden on the retail business community. The system is operational in the NSW Office and may be extended to all ABS Offices during 1989-90.
- Replacement of the quarterly retail trade commodity survey with an annual survey collecting commodity sales by industry. This survey represents a significant reduction in load on the retail business sector over the previous quarterly survey.

Construction

The construction component compiles monthly statistics of building approvals and dwelling commencements as reported by local governments and other approving authorities; conducts quarterly surveys of building activity and engineering construction activity; and conducts a periodic survey to provide details of the structure, inputs and outputs of the construction industry.

Activities and achievements during the year included:

- Implementation of changes in the scope (minimum approval value) of the building approvals collection to reduce respondent load and improve processing efficiency.
- Development of a prototype system for obtaining building approvals data from councils on electronic media (floppy disks) to reduce data entry load and improve timeliness. A production version is expected to be available for use in all State offices in July 1989.
- Publication of a directory of housing related statistics.
- Development of construction activity measures.
- Development work on the periodic survey of the construction industry for the reference year 1988-89.

Transport

The transport component covers the collection and dissemination of monthly and annual statistics on new motor vehicle registrations and road traffic accidents involving fatalities; quarterly statistics on interstate road freight movements; annual statistics on road traffic accidents and interstate freight movements; a triennial survey of motor vehicle use and an associated motor vehicle census; and a periodic survey of the transport industry.

Activities and achievements by this component during the year included:

- Release of preliminary results of the 1988 survey of motor vehicle use.
- Conduct of the 1988 motor vehicle census, results of which are expected to be released in July 1989.
- A review of users' data output requirements from the survey of motor vehicle use and the motor vehicle census. This has resulted in the decision to release motor vehicle census data on CD-ROM and to release unidentifiable unit record data from the survey of vehicle use.
- Conduct of the second phase of an odometer survey which, when completed in September 1989, will provide a measure of the accuracy of data on distance travelled collected in the survey of motor vehicle use.

Tourism

The tourism component includes a quarterly survey of tourist accommodation activity and a household travel survey (which was last conducted in 1983).

Activities and achievements of this component during the year included:

- Commencement of publication, from September quarter 1988, of data relating to holiday flats, units and houses.
- Commencement of publication, from June quarter 1988, of data relating to hotels and motels in the Australian Capital Territory.
- Improvement in the design of collection forms for the quarterly survey of tourist accommodation. In addition, steps have been taken to increase standardisation across the various State publications of statistics from this survey.
- Examination of the feasibility of a survey of domestic travel and expenditure patterns.

Business surveys

The business surveys component includes quarterly surveys of actual and expected new capital expenditure by private sector businesses, stocks, actual and expected manufacturers' sales and company profits. These provide some of the principal quarterly indicators of economic activity in Australia and are prime data sources for the quarterly national accounts. The component is also responsible for the production of enterprise statistics from ABS annual and periodic economic collections and for the conduct of ad hoc surveys.

Activities and achievements during the year included:

- Publication of a greater range of seasonally adjusted capital expenditure data for States.
- Publication of more detailed industry estimates for stocks, manufacturers' sales and manufacturers' expected sales.
- Enhancement of the presentation of the various publications produced by the component.
- Completion of a review of the survey of company profits.
- Conduct of a survey on the commodity composition of new capital expenditure.
- Conduct of a survey on the use of advanced technologies within the manufacturing sector.
- Commencement of a survey of interest and royalties.
- Provision of consultancy and other services with respect to collections being undertaken by the Industries Assistance Commission and the Bureau of Industry Economics.
- Participation in the development of a revised economic statistics strategy.
- Participation in a review of Australia's current economic indicator series.

Science and technology

The science and technology component is responsible for the compilation and dissemination of statistics on research and experimental development (R&D) and on the use of advanced technologies. The component also has a monitoring and coordinating role in the areas of science and technology statistics.

Activities and achievements during the year included:

- Release of final results from the 1986-87 R&D survey in the publications *Research and Experimental Development, Business Enterprises, Australia, 1986-87* (ABS Catalogue No. 8104.0), *Research and Experimental Development, General Government and Private Non-profit Organisations, Australia, 1986-87* (ABS Catalogue No. 8109.0), *Research and Experimental Development, Higher Education Organisations, Australia, 1986-87* (ABS Catalogue No. 8111.0), *Research and Experimental Development, All Sector Survey, Australia, 1986-87* (ABS Catalogue No. 8112.0), and *Foreign Control in Research and Experimental Development, Business Enterprises, Australia, 1986-87* (ABS Catalogue No. 5330.0).
- Release of results from the "inter-year estimates" R&D survey in respect of 1987-88 in the publication *Research and Experimental Development, All Sector Summary, (Inter Year Survey), Australia, 1987-88* (ABS Catalogue No. 8122.0).
- Continued contribution to the development of a framework for the compilation of information, communication and computer statistics within the Organisation for Economic Co-operation and Development (OECD). This framework is being developed to help provide measures of the impact, both economic and social, of the rapid advances in technology, particularly in the areas of telecommunications and micro-electronics.

Integration, classification and development

The integration, classification and development component provides a statistical standards service. It is responsible for the development, maintenance, review and promotion of standard commodity, industry, geographic, institutional sector and certain other classifications (including related computer and manual coding systems and procedures, concordances, keys, indexing and other facilities) as well as standard unit and data item definitions for use in statistical series to help ensure the compatibility and comparability of data across series and over time.

Activities and achievements during the year included:

- Completion of development of new standard concepts, definitions and procedures for the delimitation of statistical units to align with current business accounting practices.
- Commencement of a review of the *Standard Institutional Sector Classification of Australia* (ABS Catalogue No. 1218.0).
- Publication of the 1988-89 edition of the *Australian Transport Freight Commodity Classification and Australian Pack Classification* (ABS Catalogue No. 1210.0), operative from 1 July 1988. The Australian Transport Freight

Commodity Classification is now based on the Standard International Trade Classification (SITC), Revision 3, which, in turn, is closely aligned with the Harmonised Commodity Description and Coding System, on which the Australian Customs Tariff and the Australian import and export recording systems are based.

- Rebasing the *Australian Standard Commodity Classification* (ASCC) (ABS Catalogue Nos. 1207.0 and 1208.0) on the SITC, Revision 3 and the Harmonised Commodity Description and Coding System. The ASCC enables comparable commodity statistics of imports, exports and domestic production to be compiled, and serves as a framework for improving comparability between commodity items in ABS statistical series. During 1988-89, revised (ie, SITC Revision 3 based) manufacturing production commodity items were finalised.
- Publication of the sixth and seventh editions of the *Australian Standard Geographical Classification* (ASGC) (ABS Catalogue No. 1216.0).
- Continued participation in the review by the United Nations Statistical Office of international statistical standards.
- Completion of the first phase of a review of ABS statistical geography.
- Development of a national localities index.

Economic censuses system

The economic censuses system component provides a variety of services to other components of the statistical operations subprogram involved in conducting the ABS's integrated economic censuses and surveys. These services include the extraction of economic census and survey populations from the ABS register of businesses; the dispatch and collection of forms; and the analysis, design, development and maintenance of the computer processing systems for these collections. The component also assists other components in specifying their requirements for the services.

Activities and achievements during the year included:

- Dispatch, collection and processing of the forms for the mining, manufacturing, services industries and manufacturing technology collections in respect of 1987-88.
- Development of the computer processing system for the 1987-88 collections.
- Continued investigations into new technologies to improve efficiency in processing the integrated economic censuses and surveys, specifically in the area of relational database management systems and tabulation systems.

Population census

The population census component develops and conducts censuses of population and housing. A population census is required by legislation to be conducted every five years. The results are used to revise population estimates and to provide detailed statistics on the population and its housing.

The major event during the year was the announcement by the Government of its approval of ABS proposals for the content and procedures for the 1991 census and the subsequent tabling in the Parliament of the relevant Regulations. The Government's approval followed an ABS submission developed after evaluation of submissions from users and consideration by the Australian Statistics Advisory Council. The content of the 1991 census and the procedures for the conduct of the census were described in an ABS information paper *1986 Census of Population and Housing: Content and Procedures* (ABS Catalogue No. 2613.0) tabled in the Parliament on 4 May 1989 along with relevant regulations.

The Government agreed that the 1991 census should cover 7 topics about the household and 24 topics about people in the household. Topics included in 1991 represent a reduced content to that of the 1986 census with 5 topics not considered sufficiently justified for inclusion in 1991.

The Government also decided that the census will be conducted without sampling and that all forms collected at the 1991 census will be processed fully and without delay so that detailed information will be available to users as soon as possible.

The Government decided that the past practice of destroying all records of names and addresses of persons and households and of not storing these names and addresses on computer files will be continued. The purpose of the census is to gather statistical information and the legal power of the Statistician to direct people to answer census questions, except one relating to religion, is accompanied by strict measures to ensure the confidentiality of the information provided. The Government believes that it would be inconsistent with that purpose and with that guarantee of confidentiality to retain information on identified persons or households.

The decision to not retain information on identified persons and households was reached after arguments for and against their retention had been carefully weighed. A relevant factor was the very real fear that public confidence in the census, and hence the willingness of individuals to provide full and accurate information about themselves, could be undermined. A further consideration was the substantial costs which would be incurred in storing and accessing the records.

Other activities and achievements during the year included:

- Completion of release of publications and other products from the eleventh national census of population and housing conducted on 30 June 1986.
- For the first time, release of census products on floppy disk for use on microcomputers.
- Continued strong demand from users for CDATA 86, which is a package containing an extensive range of census statistics on compact disk along with software for manipulating and mapping the statistics using microcomputers.
- Continued strong demand for tabulations to meet specific user requirements.
- Preparation of publications reporting on the quality of statistics from the 1986 census, expected to be released late in 1989.
- Release of publications reporting on the main findings of the 1986 census (eg *Australia in Profile*, ABS Catalogue No. 2502.0).
- Commencement of consultation with users of census statistics on classifications of data proposed for use in the 1991 census.
- Progress on development of the 1991 census form using optical mark reading (OMR) technology. This will be the first time OMR technology has been used for an Australian census.
- Continued development of collection and processing systems, with the aim of increased use of self coded responses by householders, the use of OMR technology, and the more extensive use of computer assisted techniques to code written (rather than a tickbox) responses. While these approaches have been mainly adopted to reduce costs compared with those associated with the 1986 census, they will also result in a reduced effort to complete census forms by householders, reduced risks to staff health from repetitive keying of data and an improvement in the quality of data.
- Progress on development of the 1991 census collection system on the basis of it being completely ABS managed. In past censuses the collection system has relied on the availability of officers from the Australian Electoral Commission to provide management support.
- Commencement of the design of 1991 census collection district boundaries and the preparation of maps for use by collectors.

Demography

The demography component produces regular statistics on births, deaths, marriages, divorces, overseas arrivals and departures, and internal migration. Also, estimates are produced of the age, sex, birthplace, marital status and geographical distribution of the population. Forward projections of the population according to specified demographic assumptions are published on a regular basis.

Activities and achievements during the year included:

- Conduct of a review of the medium term directions in the field of population statistics. The review was designed to ascertain changing user demands and priorities and to help to plan ABS activities for the next 3 to 5 years.
- Publication of the following 3 new series of population estimates:
 - *Estimated Resident Population by Country of Birth, Age and Sex, Australia* (ABS Catalogue No. 3221.0)
 - *Estimated Resident Population by Marital Status, Age and Sex* (ABS Catalogue No. 3220.0)
 - Estimates of age and sex distribution of resident population in statistical local areas.
- Publication of a new set of population projections in *Projections of the Population of Australia, States and Territories* (ABS Catalogue No. 3222.0).
- Publication of an occasional paper *Aboriginal Child Survival – An analysis of results from the 1986 Census of Population and Housing* (ABS Catalogue No. 4126.0).
- Design of improved births and deaths information forms for consideration by State government registrars of births, deaths and marriages.
- Completion of development of a system to receive computerised birth data from the Northern Territory registrar of births, deaths and marriages.
- Commencement of receipt of computerised divorces data from the Australian Capital Territory Family Court.

Labour

The labour component provides statistical information on the composition and characteristics of the labour force, the operations of the labour market, conditions of employment, and issues relating to education and training.

Labour force statistics are collected in a monthly population survey of a sample of households across Australia. It provides timely estimates of employment and unemployment, together with basic demographic data to enable various characteristics of the employed and unemployed to be analysed. In addition, in most months of the year, supplementary surveys are run in conjunction with the labour force survey to collect more detailed data on specific issues. The supplementary surveys provide data required for more detailed analysis of the activities and behaviour of various population groups.

Topics covered by supplementary surveys in 1988-89 included employment benefits; weekly earnings of employees; trade union members; persons not in the labour force; superannuation; labour force experience; labour mobility; persons employed at home and annual and long service leave taken; educational attainment; transition from education to work; apprentices; and attendance at educational institutions.

The labour component operates an integrated system of employer surveys which provides quarterly data on employed wage and salary earners; average weekly earnings; and job vacancies and overtime; as well as annual data on employers' labour costs and the distribution and composition of employee earnings and hours. The component produces monthly statistics on industrial disputes and annual statistics on trade union membership. Indexes of award rates of pay are compiled monthly.

Activities and achievements during the year included:

- Publication of monthly data for unemployed persons, classified by reason for unemployment and reason for ceasing last job.
- Revision of labour force estimates from January 1984 through to January 1989 following the provision of revised population benchmarks based on the 1986 census of population and housing.
- Conduct of a survey of career paths of nurses and tradespersons and how workers get their training, to assist in assessing wastage rates from the trades and nursing, and the extent and type of training undertaken by persons employed as wage and salary earners.
- Release of new survey data on the attendance of 15 to 24 year olds at educational institutions, to assist in the formulation of labour market policies relating to youth.
- Publication of results from an enhanced survey of labour costs in respect of 1986-87, covering both the private and public sectors. The survey provided valuable data about employers' "on-costs" comprising superannuation, workers' compensation, payroll tax, fringe benefits tax, and payments to employees for time not worked.

- Development of a training expenditure survey to collect information on the cost to employers for formal training of their employees during September quarter 1989. A sample of 2 000 private and government employers has been selected for the first survey, to be followed by a larger survey (of 6 000 employers) in 1990. The survey will provide urgently needed statistics relating to the major components of training expenditure for different industries and employer sizes.
- Introduction of sampling in the public sector component of the survey of employment and earnings, resulting in a reduction of 40% in respondent load for this sector. This follows a reduction of 25% in the sample for the private sector component in 1987-88.
- Undertaking development work which will lead to the publication of seasonally adjusted statistics from the survey of employment and earnings.
- Conduct of the survey of pay-periods in respect of September quarter 1988 for use in the compilation of the wages, salaries and supplements component of the estimates of gross domestic product.

Social

The social component produces statistics relating to income, expenditure, health, welfare, housing, education, crime, justice and other social matters. Within the component there are four main workstreams: translation of user requirements into the design and development of topics to be included in ABS household censuses and surveys, and the analysis and dissemination of results; the compilation, analysis and reporting of statistical information relating to areas of social concern and to specific social groups; the promotion of integrated social statistics through the development and dissemination of standard statistical concepts, definitions and classifications; and the provision of assistance to other government agencies in the compilation of administrative by-product statistics and in their collection of other data on social topics.

Social topics are included in ABS household surveys at both the national and State level. Publications containing results from the surveys include results for Australia, individual States and Territories, and often for regions within States. Computer tapes containing unidentifiable unit record data may be made available for the major surveys as demand requires. Information is generally available on the basis of person, family and household units.

Activities and achievements during the year included:

- Release of information from the following surveys:

Disability and ageing (national, 1988)

Child care (national, 1987)

Housing (nature of housing occupancy and costs associated with housing by type of tenure) (national, 1988)

Health insurance (national, 1988)

Bicycle usage and safety (New South Wales, 1988)

Community and volunteer work (South Australia, 1988)

- Successful conduct of the 1988-89 household expenditure survey. A chronology detailing the development of household expenditure surveys in Australia and the widespread support for them is given in Appendix 15.
- Conceptual development, consultation and testing for topics to be included in the 1989-90 national health survey, to commence in October 1989.
- Development and conduct during the period August 1988 to April 1989 of a national census of commercial child care centres, the principal results being released in March 1989.
- Development, for conduct during 1989, of a general social survey in Victoria, a survey of community attitudes and awareness of emergency services in Tasmania, and a survey of crime and safety in New South Wales.
- Publication of a number of national and State specific social reports: *Overseas Born Australians* (ABS Catalogue No. 4112.0), *Australia in Profile* (ABS Catalogue No. 2502.0), *Australian Families and Households* (ABS Catalogue No. 2506.0), *Children in New South Wales* (ABS Catalogue No. 2201.1), *Aboriginals in South Australia* (ABS Catalogue No. 2201.4) and *The Aged Population of Western Australia* (ABS Catalogue No. 4106.5).
- Publication of social atlases, based on the results of the 1986 census of population and housing, for Adelaide, Darwin, and Brisbane.
- Substantial redesign of the staffing component of the national schools statistics collection, in conjunction with the Australian Education Council, to reflect the changing needs of users of the statistics.
- Continued development of classifications and standards, concentrating on the classification of countries and a revision of the classification of educational qualifications for the 1991 census of population and housing.
- Chairing a committee which reported to the Police Ministers' Council on improvements to national crime statistics, which will result in the establishment an externally funded National Crime Statistics Centre within the ABS.

- A successful submission to the Council of Social Welfare Administrators for the establishment of an externally funded Centre for Social Welfare Statistics and Research within the ABS.

Econometric and time series analyses

The econometric and time series analyses component consists of 2 sub-components: econometric analysis; and time series analysis.

Econometric analysis

The econometric analysis sub-component undertakes maintenance and development work on the national income forecasting (NIF) and the Australian medium term policy simulation (AMPS) econometric models of the Australian economy and their associated data bases. It also undertakes special purpose statistical analyses, drawing on both ABS and non-ABS data sources.

Activities and achievements during the year included:

- Development of the data base for a new version of the NIF model.
- Improvements to the AMPS model and its data base prior to public release of a new version of the model in 1989-90.
- Systematic modelling of revisions to national accounts and balance of payments statistics as part of projects to analyse the accuracy and reliability of those statistics.
- Preparation of labour force projections for the total population and for specific age/sex groups, expected to be released publicly late in 1989.
- In conjunction with the Australian Bureau of Agricultural and Resource Economics, a fiscal incidence study, analysing the impact of taxes and government expenditures on the rural sector.
- Advice to external users about the availability and suitability of data for econometric and related statistical analysis, and the use of analytical techniques.

Time series analysis

The time series analysis sub-component is responsible for the maintenance and development of statistically based time series analysis facilities, especially those for the estimation of seasonality, trading-day, trend and irregular factors. The service

covers publication and internal user requirements of the ABS and, by arrangement, requirements of other Commonwealth and State departments and authorities, and some private enterprise clients.

Activities and achievements during the year included:

- Development and testing of an expert system for seasonal re-analysis of monthly and quarterly time series.
- Development of improved trend presentation procedures.
- Implementation of procedures for estimating pseudo-additive models for seasonal adjustment, and proximity effects of moving holidays.
- Advice to users concerning the interpretation of time series.

Mathematical statistics

The mathematical statistics component consists of 3 sub-components: sampling (economic statistics); sampling (social statistics); and statistical methods.

Sampling (economic statistics) and sampling (social statistics)

The sampling (economic statistics) and sampling (social statistics) sub-components undertake sample design for ABS statistical surveys, with the aim of ensuring that reliable statistics are provided efficiently and with minimum respondent load. New surveys are designed and continuing surveys revised as necessary. In addition, statistical analysis and methodological investigations are undertaken to evaluate alternative collection strategies and estimation techniques to improve efficiency and data quality.

Activities and achievements by these sub-components during the year included:

- Sample designs for the construction industry survey, the survey of motor vehicle usage, the agricultural finance survey, the annual retail commodity survey, and the employer training expenditure survey.
- Studying recall bias in the survey of motor vehicle usage, in which data for distance travelled obtained by recall was compared with actual odometer readings.
- Examining the feasibility of using expert systems for sample design work.
- Examining the use of graphical methods in editing agricultural census data.

- Investigating the methodology for, and producing, a socio-economic index from the 1986 census of population and housing.
- Developing sampling strategies for quality control in the processing of the 1991 census of population and housing.
- Investigating methods for producing small area estimates of under enumeration in the census of population and housing.
- Examining possible effects of telephone interviewing on data collected in the labour force survey.
- Examining possible effects of supplementary surveys on data collected in the labour force survey.
- Analysis of characteristics which relate to youth unemployment.

Statistical methods

The statistical methods sub-component consists of 2 parts: a methods research service; and a consultancy service.

The methods research service conducts research into statistical techniques and methods relevant to the work of the Bureau and supports development work in other areas of the ABS.

Areas of research during the year included:

- Alternative data collection and data entry methods and their effect on data quality. In particular, research was conducted on the use of computer assisted telephone interviewing in the retail trade survey and the potential for computer assisted personal interviewing for the labour force survey.
- Methods to detect identifiable data on unit record tapes and to mask such data prior to unit record release, with minimum information loss.
- Editing methods, with particular emphasis on use of graphics and availability of appropriate software.

The consultancy service provides statistical advice to clients outside the ABS, in non profit organisations, generally government agencies. A major change during 1988-89 has been the introduction of charging for services provided as from 1 January 1989. Charging has the advantages of rationalising user demand and allowing resources to be increased as needed to meet excess demand.

Examples of consultancy services provided during 1988-89 are:

- For the Department of Industrial Relations – Assistance with the design of a survey to examine work place industrial relations throughout Australia.
- For the Queanbeyan Community Health Centre – Assistance with statistical analysis of an auditory processing study.
- For the Australian Customs Service – Assistance with development of sampling schemes for the purpose of calculating excise on beer production.
- For the Industries Assistance Commission – Assistance with sample design for a survey of government (non-tax) charges.
- For the Bureau of Tourism Research – Assistance with sample design and data processing for a hospitality industry labour force survey.
- For the Pharmaceutical Benefits Remuneration Tribunal – assistance with statistical analysis of a survey undertaken into the cost of dispensing prescriptions.
- For the Department of Employment, Education and Training – Assistance with sample design and with selection of a consultant for an Australian youth survey.
- For the Merit Protection Review Agency – Assistance with estimation of results from a survey conducted by the Promotion Appeal Committee.

Statistical services and user liaison

The statistical services and user liaison (SSUL) component primarily provides a flexible and responsive service to meet priority statistical needs of State and Territory governments additional to the needs satisfied by the established, ongoing statistical output of the ABS. The work undertaken by the SSUL component often takes the form of statistical consultation services (eg survey questionnaire design, and advice on survey sample construction) or the provision of an ABS officer outposted within a State government department or authority to carry out a specific short-term statistical assignment. Similar services are also provided, in some instances, to other organisations.

Through the SSUL component, the ABS participates in the work of bodies established by State governments to coordinate the statistical activities and requirements of their departments and agencies. These bodies provide a priority-setting mechanism and a means of formulating a uniform State view on statistical requirements and other issues, and constitute a source of valuable advice and feedback on ABS work program proposals and activities in general. The SSUL component is also a channel through which the ABS maintains contact with State

government departments and authorities in order to be aware of their statistical activities and their use of information from existing statistical collections. In addition it acts as a medium for encouragement of the adoption of uniform standards and practices in statistical activities across government agencies.

In some offices the SSUL component undertakes special analyses of ABS data and produces publications, typically using data from ABS household-based surveys and presenting results for sub-State regions. The component is also closely involved in the development and conduct of the annual State-specific ABS household surveys which provide important data for State governments on topics of particular concern, which vary from State to State (see, for instance, pages 59 and 60 regarding State-specific surveys relating to social matters). Other statistical support services associated with State-specific needs are also provided by the SSUL component to other areas within ABS State Offices.

The SSUL component in some offices coordinates and undertakes visits to major users of statistics, and conducts seminars for a broad range of users in both the public and private sectors and in tertiary institutions.

Examples of activities and achievements during the year include:

- For the New South Wales Department of Motor Transport – Analysis of data from the 1985 survey of motor vehicle usage as an aid to modelling road resource consumption.
- For the Soil Conservation Service of New South Wales – Advice on questionnaire and sample design for a study of landholders in the Yass area.
- For the Victorian Department of the Premier and Cabinet – Provision of 2 outposted ABS officers to assist in:
 - Review of the operation of the Victorian Standing Committee on Statistics.
 - Identification of relevant ABS and other data and development of methods to use these data in monitoring the social justice strategy.
- For the Queensland Department of Health – Assistance with sample design, selection of collection districts and field work for screening projects on cervical and breast cancer in selected areas of Brisbane.
- For the Western Australian Department of Occupational Health, Safety and Welfare – Provision of an outposted officer to identify and develop statistical information systems, with particular emphasis on an employee accident reporting system for use by the Department and the Workers' Compensation and Rehabilitation Commission.

- For the Centre for Ageing Studies in South Australia – Assistance in the provision of output and analysis of a pretest for an Australian longitudinal study of ageing.
- For the Tasmanian Treasury – Provision of an outposted ABS officer to assist in updating and documenting State input output tables for the reference year 1985-86.
- For the Northern Territory Treasury – Outposting of an ABS officer for 9 months to assist in enhancing statistical coordination (including determination of statistical priorities and development of an economic statistics data base).

Population surveys

The population surveys component is responsible for the development and conduct of all ABS household surveys which use trained interviewers to collect information from survey respondents. The component also provides personnel to carry out interviewer-enumerated segments of economic statistics collections.

Activities and achievements during the year included:

- Enumeration of monthly population surveys to collect mainly labour statistics (see page 58).
- Enumeration of the 1988-89 survey of household expenditure (see page 60).
- Enumeration of a survey of job training and career paths (see page 58).
- Enumeration of an agricultural finance survey (see page 47).
- Preparation for the 1989-90 national health survey (see page 60).
- Investigation of more cost-effective means of capturing data in machine readable form.

Integrated register

The integrated register component is responsible for the maintenance of the ABS central register of businesses. Approximately 840 000 businesses are recorded on the register. Maintenance involves applying about one million changes to these records each year. The register plays a key role in the provision of integrated economic statistics by enabling consistent frameworks to be generated for ABS censuses and surveys.

Activities and achievements during the year included:

- Commencement of work designed to update the legal and operating structures of large business groups recorded on the register. Some 500 companies were visited by ABS officers in 1988-89.
- Completion and installation of an interactive transaction amendment system to facilitate edit resolution and reduce data entry workloads. The system was developed to run on local area networks of microcomputers and has been installed in all State offices.
- Development of computer assisted telephone interviewing and data entry systems, both of which will reduce data entry workloads.
- Commencement of work to improve the efficiency of the system whereby new employing businesses are added to the register quickly and those which have ceased business are removed from the register.

Computer operations and software

The computer operations and software component is responsible for the installation and operation of the ABS's central computing equipment and communications network; for the installation and support of small scale technology (including microcomputers); for the development and support of computer software; for the support of databases; and for the conversion of data to machine-readable format.

Most of the ABS's statistical processing continues to be carried out on the Bureau's central computing installation (CCI) which currently consists of a Fujitsu M382 mainframe computer which is located in the ABS Central Office and linked to each of the State Offices through a communications network. An order has been placed for a Fujitsu M780 computer to replace the M382 during 1989. The M382 will continue to be used for the 1991 population census computer assisted coding system. The M780 has 1.6 times the processing capacity of the M382 and is fully compatible, so the switchover of processing will be transparent to users. The central installation also includes a Control Data 180/810 computer, used for processing economic statistics.

There is an increasing trend in the ABS towards using distributed microcomputers for both statistical and administrative processing, in a cooperative fashion with mainframe facilities. This is being facilitated by the progressive connection of previously free standing microcomputers to each other and to the CCI through local area networks (LANs). The UNIX operating system is also emerging as a strategic product in this environment.

Activities and achievements during the year included:

- Processing in excess of around 1.5 million batch jobs on the CCI. The workload has risen to the point where the CCI is running at full capacity with backlogs cleared only at weekends. Software has been developed and implemented to apportion scarce prime time resources on an equitable basis.
- Implementation of an automatic file archive and restore facility, so as to maximise use of existing disk storage. A requirement to assign a realistic expiry date to all files has also been implemented. No further disk storage was added during the year.
- Installation of additional CCI printing capacity. This has allowed more of the print load to be completed during normal working hours and allowed some reduction in operator attention. Job printout splitting equipment has been installed and will automate one of the less attractive computer room tasks.
- Implementation of an automatic support call-out facility. The micro-computer based mechanism emulates an operator at a console and acts on events occurring in the CCI. Messages are sent to on-call support staff via the Telecom radio paging service. This service is seen as significant as the undetected loss of CCI service for any significant period creates unacceptable job backlogs.
- Progress towards the depooling of data entry facilities and the multi-skilling of former data entry staff. Alternate data collection techniques such as optical mark recognition and computer assisted telephone interviewing are being implemented.
- Acquisition and implementation of a financial management system. The system is micro-computer based and operates on equipment adopted for general ABS use. Evaluation of personnel management systems continues.
- Connection of all Central Office Convergent Technologies equipment into a unified local area network (LAN) and connection of Convergent Technologies equipment in State Offices into a wide area network. Electronic mail communication including attachment of documents is available among all Convergent Technologies workstations.
- Installation of over 250 new IBM-compatible microcomputers in ABS Central and State Offices.
- Connection of microcomputers to Banyan local area networks. More than 200 microcomputers were connected throughout Australia to nearly 20 servers. More than 1000 ABS users are registered for access to this network.

- Connection of the Banyan LANs in each State to Central Office to create an Australia-wide network. Electronic mail and file transfer facilities are available from all microcomputers attached to the network.
- Provision of an interim electronic mail gateway which allows mail to be sent between Convergent Technologies and Banyan networks. An easier to use and more robust gateway is under construction.

Computer applications

The computer applications component develops and supports computerised systems for individual statistical and management applications.

Activities and achievements during the year included:

- A review of the processing system for foreign trade statistics and reviews of the use of technology in two of the Bureau's Divisions.
- Redevelopment of the processing system for retail surveys.
- Consolidation of an information centre (commenced in 1987-88) and increased location of applications programmers with statistical staff.
- Completion of development of a processing system for certain wholesale prices statistics.
- Installation of a computer system for paying household surveys interviewers.
- Continued improvements to the business register system.

Coordination

The coordination component consists of four sub-components: legislation and coordination; planning; public relations; and secretariat.

Legislation and coordination

The legislation and coordination sub-component provides advice on all aspects of statistical legislation and administrative law. This includes the development of proposals for new and revised statistical legislation including regulations and ministerial determinations; advice on and monitoring of statistical release practices to ensure that they comply with all relevant legislative provisions; the administration of the *Freedom of Information (FOI) Act 1982* within the ABS (see Appendix 9 for further information); the administration of the *Privacy Act 1988* within the ABS, and the administration of other administrative laws which impact on the ABS. In

addition, this sub-component coordinates legal action, in the small number of cases where it is considered necessary, in order to obtain completed forms from persons and businesses included in ABS statistical collections.

Section 6(3) of the *Australian Bureau of Statistics Act 1975* provides that "...each new proposal for the collection of information for statistical purposes by the Bureau shall be laid before both Houses of the Parliament before its implementation, unless the proposal is for the collection of information on a voluntary basis". A description of the categories of collections considered for tabling, the background to why such categories have been specified, and a listing of all proposals tabled in Parliament in 1988-89 is given in Appendix 11.

Once the Bureau has tabled a collection under section 6(3) of the *Australian Bureau of Statistics Act 1975*, it can, at its discretion, collect information in 2 ways:

- **By request**

A person or business is **requested** to supply statistical information specified in a form or to answer questions necessary to obtain statistical information. The respondent's willing cooperation is sought, the importance of the information being collected is explained, the requirement on the ABS to maintain the confidentiality of the information provided by respondents is emphasised, and the need for accurate answers is stressed. **However**, if a person asks (as occurs occasionally), **he or she** is told that sections 10(4) and 11(2) of the *Census and Statistics Act 1905* **empower** the Statistician to give a written notice **directing** a person to, respectively, fill in a form or answer specific questions within 15 days of the service of that direction. Refusal to comply with a **request** to fill in a form, or to answer a question does not constitute an offence under the *Census and Statistics Act 1905*.

- **By direction**

A person or business is **directed** by written notice to, respectively, fill in a form or answer specific questions within a specified time period. If such a notice is not complied with, and no reasonable excuse is offered, an offence is committed under section 14 of the *Census and Statistics Act 1905*.

It is emphasised that most information collected by the ABS is collected "by request", and the ABS makes every effort to obtain the willing cooperation of the persons and businesses in its collections. Only extremely rarely has the ABS used the provisions of sub-sections 10(4) and 11(2) to direct a person or business to comply and, in default, initiated prosecution action under section 14 of the *Census and Statistics Act 1905*. In fact, the rate of prosecution does not approach one-hundredth of 1% of persons or businesses in ABS collections.

The number of notices of direction issued and the number of prosecution actions approved in recent years are given in the following table.

NOTICES OF DIRECTION ISSUED AND PROSECUTION ACTIONS APPROVED

Type of statistical collection	1984-85	1985-86	1986-87	1987-88	1988-89
NOTICES OF DIRECTION ISSUED					
	Number				
Population census	..	..	66	..	..
Household surveys	1	..	4	16	6
Business censuses and surveys	24	54	68	123	37
Total	25	54	138	139	43
PROSECUTION ACTIONS APPROVED (a)					
	Number				
Population census	..	..	36	..	..
Household surveys	1	..	1	10	..
Business censuses and surveys	21	17	31	34	9
Total	22	17	68	44	9

(a) Approved by the Australian Statistician for referral to the relevant office of the Director of Public Prosecutions or the Australian Government Solicitor. Each prosecution action is counted under the year in which the corresponding notice of direction was issued.

The ABS maintains contact with Commonwealth government departments and authorities in order to be aware of their statistical activities, their use of information from existing statistical collections and their current and future statistical needs. During 1988-89 coordination of this function was initially undertaken by the legislation and coordination sub-component. However during the course of the year full responsibility for the function was assumed by the components with relevant statistical subject matter or functional responsibility. The Bureau plays a continuing role in developing greater coordination of statistical activities across government agencies. In particular, it encourages the adoption of uniform standards and practices and fosters a coordinated approach to statistical development. (The statistical services and user liaison component is a channel through which the ABS maintains contact with State government agencies - see page 64.)

Activities and achievements in coordination during the year included:

- Outposting of ABS officers to other Commonwealth government agencies on either a short or long term basis to provide professional statistical advice and assistance. At 30 June 1989 there were 7 outpostings with Commonwealth agencies in Canberra.

- Continuation of reviews of existing and proposed statistical collections by other Commonwealth agencies, as required under the ABS statistical coordination arrangements. Each of these reviews involves the production, in conjunction with the agency directly responsible for the collection concerned, of a joint report on the compatibility of the statistics produced with data from other sources, the statistical quality of the work, the extent of duplication and the minimisation of respondent load. During 1988-89 the ABS was notified of 39 collections, of which it was decided to initiate joint reviews in 22 cases. These were all new collections. Improvements were made to most of the collections for which the joint review process was completed during the year, and they were then considered to be satisfactory from a statistical coordination viewpoint.
- The maintenance of a central register of Commonwealth statistical collections published as *Register of Commonwealth Statistical Collections* (ABS Catalogue No. 1114.0). This publication is designed to serve as a guide to collection activities and available statistics and to assist in coordinating collections by departments and authorities. A new edition of the publication will be released in 1989-90.

Planning

The planning sub-component has responsibility for the ABS planning system, and the implementation of the ABS corporate plan, details of which were given in Chapter 2 of the 1986-87 report.

Public relations

The public relations sub-component undertakes activities to improve the Bureau's communication with respondents to statistical collections, with the aim of improving the quality of response; activities to improve the ABS's communication with politicians, the media and other opinion-leaders, to promote understanding of the ABS's functions and effective use of its services; and activities to develop the skills of ABS staff in communication both inside and outside the Bureau.

Activities and achievements by this sub-component during the year included:

- Positive steps to improve public awareness of the ABS, including:
 - Issue of a greater number of news releases and news features than in previous years.
 - Responding to letters to editors, relating to the ABS, published in newspapers around Australia.
 - Selected briefings for senior journalists.

- Arranging television and radio interviews of ABS staff.
- Maintaining contact with the Federal Parliamentary Press Gallery and with major media organisations throughout Australia.
- Targetting specialised magazines and newsletters.
- Commencement of a public relations program for the 1991 census of population and housing. A strategy has been set in place, involving community based research and appointment of an advertising agency.
- Major public relations programs for the 1988-89 agricultural census, the 1988-89 construction industry survey and the 1989-90 national health survey. Information packages for respondents and the media, and briefing material for ABS staff, were prepared.
- Intensification of efforts to improve the effectiveness of ABS collection forms, including:
 - Introduction of forms development procedures and design standards.
 - Upgrading of microcomputers and software for graphics, and development and presentation of training courses in graphics, for forms design.
 - Designation of an officer (known as the State Form Coordinator) in each State Office to assist in improving the effectiveness of collection forms.
 - Coordination of a series of seminars for ABS staff presented by David Sless of Communication Research Institute of Australia.
- Commencement of an ABS staff newspaper, *ABS News*, with a mixture of news about the ABS, articles passing on information about recent developments and activities, and personal stores of ABS staff achievements. The newspaper has been well received by staff.
- Placing of 9 complaints with the Australian Press Council, following considerable adverse publicity in May 1988 by 8 newspapers about proposals for the 1989-90 national health survey. The Council upheld 8 of the complaints. Further details are given in Appendix 16.

Secretariat

The secretariat sub-component provides ABS management with a range of services including ministerial and parliamentary liaison; secretariat support for high level internal and external meetings and conferences; and coordination of the Bureau's

relations with international organisations and official statistical agencies in foreign countries, including the provision of assistance to developing countries.

During the year the ABS provided considerable technical assistance to official statistical agencies in developing countries in the Asia and Pacific region. The assistance took the form of visits to countries or regional centres by ABS staff, usually with fares and allowances being externally funded, to provide advisory services and training, and visits to Australia, by staff of official statistical agencies of countries in the region, for study tours and training. Assistance was provided to China, Federated States of Micronesia, Malaysia, Nepal, Philippines, Singapore and Vietnam. Lecturers were provided for 4 training courses organised by the South Pacific Commission in regional centres for staff of official statistical agencies in the region.

5 CORPORATE SERVICES SUB-PROGRAM

OBJECTIVE

The objective of the corporate services sub-program is to assist managers to achieve Australian Bureau of Statistics objectives through the provision of effective corporate management, and of efficient and equitable administration, planning and central support services.

DESCRIPTION

The diversity and cyclical nature of many of the activities involved in undertaking the ABS work program call for a wide range of human skills, office support services and fluctuating staffing and physical accommodation requirements. Staffing comprises an annual base of some 3 500 staff years, supplemented by a number of temporary staff which peaks for a period every five years to some 39 000 during the conduct of a census of population and housing.

The corporate services sub-program directly supports the ABS program by providing:

- Executive leadership.
- A corporate strategy for the implementation of the ABS work program.
- Personnel services, including salaries payment and conditions of service, recruitment, industrial relations, staff development and training.
- Financial control and accounting services including budgeting allocations and monitoring resource usage.
- General office services including accommodation, security, internal consultancy, methods and internal audit.

OUTPUTS OF THE SUB-PROGRAM

The sub-program provides the organisational infrastructure, management and planning systems, staff and facilities necessary to undertake both the day-to-day operations and longer term strategic planning for the ABS program including personnel policies designed to attract, develop and retain high quality staff. It is required to anticipate demand for services and supplies, provide control mechanisms to monitor resources according to component and sub-component allocations and priorities, advise management on trends and developments in the availability and usage of resources, and provide advice and assistance to managers in monitoring and improving the efficiency and effectiveness of specific areas of operation within the ABS.

The corporate services sub-program works in close contact with the central agencies (ie the Public Service Commission, Department of Industrial Relations, Department of Finance, Department of Administrative Services and the Australian Audit Office) in providing the necessary support to the ABS program.

PERFORMANCE OF THE SUB-PROGRAM

The performance of the corporate services sub-program is shown below in terms of the following indicators:

- Cost of the corporate services sub-program.
- Staff development.

Cost of the corporate services sub-program

COST OF CORPORATE SERVICES SUB-PROGRAM AT CURRENT AND CONSTANT (a) PRICES

	<i>Current prices</i>			<i>Constant prices (a)</i>		
	<i>1985-87</i>	<i>1987-88</i>	<i>1988-89</i>	<i>1986-87</i>	<i>1987-88</i>	<i>1988-89</i>
Total cost (\$'000)	33 101	36 058	33 358	29 345	30 454	26 880
Cost per ABS staff year (\$)	(b) 7 087	9 825	9 694	(b) 6 282	8 298	7 812
Cost as a proportion of ABS expenditure -						
Including Population Census Data						
Transcription Centre (%)	20.0	27.5	22.8	20.0	27.5	22.8
Excluding Population Census Data						
Transcription Centre (%)	27.5	27.7	22.8	27.5	27.7	22.8

(a) 1984-85 prices, derived by applying the implicit price deflator for general government final consumption expenditure (including superannuation and excluding defence). Figures for 1986-87 and 1987-88 have been revised from those shown in the 1987-88 Annual Report because of the availability of revised deflators. (b) Note: 1986-87 figures are lower than usual because of the effect, in the calculation of the figures, of the additional temporary staff in the Population Census Data Transcription Centre.

The reduction in the cost of this sub-program in both absolute terms and as a proportion of total ABS expenditure in 1988-89 reflects the devolution of some functions to the statistical operations sub-program and better cost attribution arrangements within the ABS.

Staff development

PROPORTION OF STAFF YEARS (a) SPENT ON STAFF DEVELOPMENT ACTIVITIES (b)

	1986-87	1987-88	1988-89
		%	
Trainees	3.1	3.2	3.5
Trainers	0.5	0.6	1.1
Total	3.6	3.8	4.6

(a) Excludes Population Census Data Transcription Centre staff. (b) Excludes "on-the-job" training.

REVIEW OF COMPONENTS

The remainder of this chapter reviews the activities and achievements of each component of this sub-program during 1988-89 (except the Divisional administrative support component).

Executive

The top structure and senior staff of the ABS are shown in Appendix 2 and details of the composition of the ABS Senior Executive Service (SES) are shown in Appendix 6.

A restructuring of the SES levels in the Central Office of the ABS was completed in the first half of 1988-89. (The top structures of the State Offices of the ABS were reviewed earlier following a joint management review into management services and top management of the State Offices of the ABS.) In summary the changes to the SES in the ABS Central Office were as follows:

	Previous structure	Current structure
	Number of SES positions	
SES Level 6	..	(a)2
SES Level 4	1	6
SES Level 3	(b)7	..
SES Level 2	1	(a)18
SES Level 1	(c)19	..
Total	28	26

(a) Includes one Level 6 position and one Level 2 position for 4 years to work on improving the cost-effectiveness of the ABS. (b) One Level 3 position, provided on a short term basis, was filled for most of 1987-88. (c) An additional Level 1 position was not in use during 1987-88.

During 1988-89, ABS Senior Executive Service officers participated in staff development activities, as detailed below:

<i>Activity</i>	<i>Number attended</i>
Public Service Commission Senior Executive Fellowship	1
Public Service Commission Senior Executive Management Program	1
Public Service Commission Senior Executive Development Program courses	40
Miscellaneous courses, seminars and conferences	20
<i>Total attendances at staff development activities</i>	<i>62</i>

Preliminary steps were taken during 1988-89 to introduce a formal performance appraisal scheme within the SES in the ABS. It is expected that this scheme will be fully operational during 1989-90.

Personnel management

The personnel management component is responsible for the operational aspects of personnel management, human resource development and the development and implementation of personnel policies and practices (including policies and practices for occupational health and safety, industrial democracy and equal employment opportunity). It also has responsibility for job design, classification standards and industrial relations. In the broad, the role of the personnel management component is to assist ABS managers and staff at all levels by providing a working environment (as distinct from a physical environment) which will maximise the opportunity for individuals and work groups to make their best contribution to corporate objectives.

Activities and achievements during the year included:

- Comprehensive revision of the Manual of Personnel Management. This manual provides details of personnel policies and practices which apply throughout the ABS and gives information about conditions of employment. It is available to all managers and staff in the ABS.
- Continued evaluation of systems which could be suitable for computerising many aspects of personnel work, with the objective of improving efficiency and giving greater job satisfaction.
- Continuing consultation with unions. The formal consultative mechanisms were further refined and continued to provide the platform for discussing and, where necessary, resolving industrial issues. Minor industrial action was taken by union members in regard to a proposal to implement national project centres but this caused little overall disruption to ABS operations.

- Coordination of ABS recruitment campaigns for graduates. A total of 107 graduates were appointed during the year – 22 for work on economic statistics, 31 for work on population, social and labour statistics, 8 for work in mathematical statistics services and 46 for work in computer services. Eight cadets, who were recruited to complete honours years for degrees in economics or statistics, are included in these figures.
- Non graduate recruitment. A total of 95 staff were appointed as Administrative Service Officer Class 1.
- Participation in the Australian Traineeship Scheme. The ABS is committed to this scheme, which is a public service wide program established in 1986 to provide 12 months' skills based training to people aged from 16 to 20 years. Thirty-five people commenced traineeships in the ABS in 1988–89.
- Providing staff with a comprehensive program of support services addressing career, personal and social needs.
- Commencement, in the last quarter of 1988, of a major program of work design, in accordance with aspirations in the corporate plan and requirements of the second tier wage agreement. The objectives of the program are to improve efficiency and quality of work life through initiatives such as devolution of decision making; reduction in numbers of layers of management and supervision; improvement in skills of staff (through training programs); multiskilling of staff (to provide for increased flexibility in deployment of staff and greater opportunities for mobility of staff); and expanded use of new technology. Change is being introduced progressively through an intensive program of participative work design with individual work groups. The overall program, which draws heavily on the experience gained in pilot studies conducted in 1986–87 and 1987–88, is expected to take 3 years to complete. A small number of projects has been completed so far, with encouraging results.
- Continuation, as a major priority, of implementation of a national policy for personnel development (PD). As part of the overall PD policy, national strategies are being developed in each of the major PD areas (statistician development, manager development, orientation, clerical development, career development and technical development). All the major elements of the manager development program have been implemented in Central Office and are being progressively implemented in State Offices. Statistician development strategies have been substantially progressed and the revision and development of support materials has commenced. Performance feedback, career development strategies and more effective team-building strategies are areas of current concern. Implementation of the "integrated office structure" under the second tier wage agreement and participative work design exercises have profoundly affected the balance and focus of PD activities in most offices. Work design, restructuring and multiskilling have inevitably created demands for increased formal and informal development and training activities.

- Attendance at personnel development activities as shown in the following table.

ATTENDANCE AT PERSONNEL DEVELOPMENT ACTIVITIES (a)

Type of activity	1986-87	1987-88	1988-89
	Staff years		
Paid leave under studies assistance	34.0	28.1	28.2
In-house training -			
Technical (computing)	41.6	41.7	42.8
Other	16.8	21.7	24.1
External courses and conferences -			
Technical (computing)	) 12.4	(7.1	10.1
Other	)	( 9.3	11.4
Interchange and other schemes	7.8	8.2	7.7
Total	112.6	116.1	124.3

(a) Excludes on-the-job training

Details of the proportion of total ABS staff usage spent on staff development activities are shown in the performance indicators for the corporate services sub-program (see page 77). Formal training continued to increase in terms of participant numbers and time spent on training. Training related to implementation of the "integrated office structure" under the second tier wage agreement and manager and supervisor training programs accounted for significant increases. Technical (computer) training continued to account for the major proportion of formal in-house training activities.

- Major initiatives, activities and achievements in occupational health and safety (OHAS), involving ABS joint management/union OHAS committees, including:
 - Implementation of an interim OHAS policy in October 1988, providing emphasis on accident and illness prevention. Arrangements are being made for the appointment and training of 78 health and safety representatives throughout all ABS offices.
 - Introduction of a computer based accident recording system. Arrangements are now in place for the recording and collection of statistical data on accidents and illnesses in the work place.
 - Commencement of development of a compensation and rehabilitation policy. Development of the policy is expected to be completed early in 1989-90.

- Appointment of Comcare rehabilitation coordinators. Two qualified health professionals have been appointed in Central Office and case managers have been appointed in all State Offices and the Northern Territory Office. From December 1988 to June 1989 the ABS was actively involved in 44 rehabilitation cases.
- Conduct of Comcare seminars for all staff. Approximately 800 staff have attended Comcare information seminars.
- Investigation of a health awareness and assessment program for ABS staff. As a preliminary implementation, voluntary blood pressure readings for staff were introduced during 1988-89.
- Continuation of a decrease in the number of occupational overuse syndrome (OOS) injury cases, which indicates that the condition no longer requires special emphasis.
- Progressive implementation of the ABS's industrial democracy plan. ID activities in the ABS are reported in Appendix 7.
- Progressive implementation of the ABS's equal employment opportunity (EEO) program. Progress by the ABS on EEO generally is reported in Appendix 8.
- Planning for the seventh Statisticians SOcial SPOrts (SOCSPo) carnival which will be held in Alice Springs in April 1990. The purpose of SOCSPo is to generate goodwill and understanding among staff of the various ABS offices by means of participation, in an informal atmosphere, in numerous social and sporting events, with a strong emphasis on family involvement. 1990 will be the 21st anniversary of the first SOCSPo. Planning is well in hand and the location at Alice Springs (the first time outside one of the capital cities) is attracting a lot of advance interest.

Resource management

The resource management component coordinates the preparation of financial budgets and negotiates with central agencies on finance and resource matters. It provides advice and guidance to ABS managers on estimating resource requirements, makes recommendations on the allocation of resources and monitors expenditure. The component is also responsible for development and implementation of automated management information systems relating to finance, personnel and establishments, including provision of documentation and training. In addition, the component is responsible for devising and conducting internal audits for corporate management, and advising on the existence, effectiveness, reliability and efficiency of the various systems of internal control within the ABS.

Activities and achievements during the year included:

- Upgrading a computer system, BUSY (Budget System), which monitors staff usage and salary expenditure and which supplies management information on staff resources to operational areas. The upgrading was needed in order to change the focus of the system from staff year budget to salary budget and to provide additional flexibility in its use by managers.
- Involvement in the development of specifications on resource management and control for the ABS FINANCE (Financial Information Network and National Control of Expenditure) System which was implemented progressively from October 1988.
- Devolution of the management and control of more financial resources to Divisions. This included consultation and advice on the operation of cost-recovery schemes for projects undertaken.
- Commissioning of a computerised payments system for field interviewers. Audit staff were involved in specifying, testing the integrity, and evaluation of all phases of the system's development and implementation.

ABS internal administration also benefited from a number of reviews by staff of the Australian Audit Office. Matters reviewed were in general found to be satisfactory, although a small number of shortcomings was reported by the Auditor-General. Action taken by the ABS on these shortcomings is described in Appendix 10.

Management support

The management support component provides logistical and advisory support functions aimed at facilitating the achievement of corporate objectives. The support functions fall into four groups.

The first group covers accounts and travel. Functions include payment of all accounts, administration of ABS funds, booking and arranging logistical aspects of overseas travel, and provision of pay office and Collector of Public Monies services.

The second group covers office accommodation, purchasing and general office services. Functions include planning, negotiating and implementing accommodation arrangements; repairs and maintenance; purchasing; stores administration; and courier, interstate freight, mail, telephone, photocopying and printing services. The group also prepares financial estimates for these items and monitors subsequent expenditure.

The third group covers management of ABS assets; safekeeping of accountable forms; and waste handling, cleaning, registry, messenger, archives and general storage services.

The fourth group covers security issues affecting ABS staff, accommodation, communications, data and assets, including the issue of security clearances and identity cards.

Activities and achievements during the year included:

- Introduction of the computerised ABS FINANCE System, progressively in all Offices from October 1988. Extension of the system to handle additional financial functions will be undertaken during 1989-90.
- Increased use of the Australian Government Corporate Credit Card (AGCC). The number of holders in the ABS increased from 44 to 66 during 1988-89 and the use of this facility has added considerable flexibility to purchasing and payment of accounts functions. The number of AGCC transactions and the total dollar value of these transactions continues to grow as the AGCC becomes more widely accepted by suppliers.
- Payment of 97.3% of accounts by the due date, 2.4% within a month of the due date and 0.3% more than a month after the due date. Problems encountered in changing from a manual to a computer based accounting system contributed to some delays in payments.
- Close liaison with the Department of Administrative Services Purchasing Reform Group (PRG) on its implementation strategy for Government reforms to the Commonwealth procurement system. During 1989-90 the ABS will review its purchasing functions, participate in training programs developed by the PRG and prepare an ABS purchasing reform plan for approval by the Minister Assisting the Treasurer. The Government expects the implementation process to be finalised in 1991 and the ABS anticipates no difficulties meeting this requirement.
- Close liaison throughout the year with the Department of Administrative Services and staff unions on the continued refurbishment of Cameron Offices in Canberra. External work is almost complete, some internal painting has been undertaken, and the Offices are part-way through a recarpeting program. In addition, the New South Wales Office has been recarpeted.
- Agreement with the Australian Property Group on the formal transfer of property management responsibilities to the ABS by 1 July 1989, including agreement on schedules of accommodation space currently occupied by all ABS Offices and on lease and service agreements needed to complete the transfer of this function. This process was completed and implemented on time.
- Upgrading of security in the Queensland and Northern Territory Offices, and completion of the first stage of a security upgrade for Cameron Offices. Plans for upgrading security across all Offices have been developed.

- Devolution, as part of implementation of the "integrated office structure" under the second tier wage agreement, of most centralised typing and word processing activities to user areas. Staff who formerly undertook dedicated keyboard duties in centralised pools have been incorporated into other work areas and keyboard duties have been shared.

Management review

The management review component is responsible for reviewing existing management services processes, guidelines and manuals to clarify line management responsibilities for various functions. The aim is to simplify procedures wherever possible, look for possibilities for devolving responsibilities to line managers, and to drop low priority work altogether. The overall objective is to increase the effectiveness of existing resources and save resources for redeployment on higher priority work. The component is also responsible for coordinating the provision of administrative support facilities for major ABS projects such as the census of population and housing.

Activities and achievements during the year included:

- Development of the ABS FINANCE System and implementation of it in all Offices. Most of the resources available to this component were devoted to the coordination, development and implementation of the system. The system is now operated by the management support component. Assets and stores modules are being evaluated for inclusion in the system during 1989-90.
- Initial planning of administrative support for the 1991 population census. This has included identification of a suitable building in Sydney for the Data Processing Centre and negotiation of a lease through the Department of Administrative Services.

Computer technical services and planning

The computer technical services and planning component provides information technology planning and a range of technical support services. The planning activities cover large and small scale computing, communications facilities and related technologies. The technical support services include technology training, research into new technologies, and support for software elements of the statistical computing environment.

Activities and achievements during the year included:

- Completion of the first ABS information technology strategic plan. The plan is based on guidelines issued by the Department of Finance and builds on the objectives and strategies of the ABS corporate plan. A review of the plan to keep it current has been initiated.

- Use of microcomputers. There has been increased use during the year of LAN connected microcomputers as an integral part of statistical processing and administrative systems as well as providing some office automation capability. Such facilities will continue to spread and will be important in the move to depool data entry and to a multiskilled environment. During the year a trial of computer assisted telephone interviewing was carried out and has shown that this data capture technique is effective.
- Establishment of an Acquisition Council to review the proposed acquisition of facilities to provide coding and editing capability for the 1991 census of population and housing and to provide increased mainframe capacity for general ABS use. Following Government approval to conduct the census, action is in hand to acquire and install the required equipment, a Fujitsu M780 series processor and associated peripherals.
- Investigation and recommendations on cost recovery for information technology services.
- Further development of a mainframe disaster recovery plan.
- Investigation into alternative data capture techniques including computer assisted data entry, computer assisted personal interviewing, and the use of optical character and mark reading techniques.
- Continued evaluation of new software facilities to make the information technology environment more effective and efficient for statistical data processing. Facilities installed or under evaluation include extended use of graphics, desk top publication systems, relational data base systems and cross classified data base systems. Prototype systems using expert system approaches have been implemented successfully in several areas and are being extended to cover full production capability.
- Continued efforts in staff training. No relief is in sight from the difficulties experienced by the ABS in recruitment, retention and training of ADP staff, in the face of high turnover and competition from both private and public sector bodies. As a result, the ABS continues to put much effort into graduate recruitment processes and has managed to satisfy its computer systems officer intake requirements this year. The heavy commitments to general training caused by staff recruitment and turnover is exacerbated by the demand for small-scale technology training which can be expected to grow significantly as end-user computing expands. The ABS is seeking to exploit alternative means of training such as external courses and computer-based training.

APPENDIXES

Appendix 1 ABS PROGRAM STRUCTURE, 1988-89

<i>Program</i>	<i>Sub-programs</i>	<i>Components</i>
Australian Bureau of Statistics	Statistical operations	<ul style="list-style-type: none"> Information services Publishing Electronic dissemination Marketing National accounts International accounts Trade Prices Financial institutions Public finance Agriculture Mining Energy Manufacturing Distribution and services industries Construction Transport Tourism Business surveys Science and technology Integration, classification and development Economic censuses system Population census Demography Labour Social Econometric and time series analyses Mathematical statistics Statistical services and user liaison Population surveys Integrated register Computer operations and software Computer applications Coordination Economic Accounts Division administrative support Industry Division administrative support Social and Labour Division administrative support Statistical and Information Services Division administrative support Computer Services Division administrative support
	Corporate services	<ul style="list-style-type: none"> Executive Personnel management Resource management Management support Management review Computer technical services and planning Coordination and Management Division administrative support

Appendix 2 **TOP STRUCTURE AND STAFF OF THE ABS WITH
RESPONSIBILITY FOR PROGRAM ELEMENTS, AT
30 JUNE 1989**

<i>Top structure and Staff</i>	<i>Responsibility for program components</i>
--------------------------------	--

Australian Statistician
Ian Castles, AO, OBE

Executive

Deputy Australian Statistician
Bill McLennan

Head, Resource Effectiveness Project
John Carroll, AM

Assistant Statistician, Resource Effectiveness Project
Henri Kriegel

CENTRAL OFFICE DIVISIONS

Economic Accounts Division
Fred von Reibnitz

Economic Accounts Division administrative support

National Accounts Branch
Paul McCarthy

National accounts

International Accounts Branch
Barbara Dunlop

International accounts
Trade

Public and Private Finance Branch
Don Efford

Financial institutions
Public finance

Industry Division
George Sarossy

Industry Division administrative support

Business Register, Classifications and Industry Censuses Branch
John Struik

Integration, classification and development
Economic censuses system
Integrated register

Production, Transport and Tourism Branch
Max Booth

Agriculture
Mining
Energy
Manufacturing
Construction
Transport
Tourism

Distribution and Service Industries and Economic Indicators Branch
David Steel

Distribution and services industries
Business surveys
Science and technology

<i>Top structure and Staff</i>	<i>Responsibility for program components</i>
Social and Labour Division <i>Tim Skinner</i>	Social and Labour Division administrative support
Consumer Income and Expenditure Branch <i>Keith Blackburn</i>	Prices Social (part)
Social and Demography Branch <i>Geoff Sims</i>	Demography Social (part)
Labour Branch <i>Alan Mackay</i>	Labour
Statistical and Information Services Division <i>Dennis Trewin</i>	Statistical and Information Services Division administrative support
Statistical Services Branch <i>Sue Linacre</i>	Econometric and time series analyses Mathematical statistics Coordination (part)
Information Services Branch <i>Robin Green</i>	Information services Publishing Electronic dissemination Marketing
Population Census and Surveys Branch <i>John Cornish</i>	Population census Population surveys
Computer Services Division <i>Bill Egan</i>	Computer Services Division administrative support
Technology Support Branch <i>Bryan Fitzpatrick</i>	Computer operations and software
User Support Branch <i>Paul Pentony</i>	Computer applications Computer technical services and planning (part)
Technology Planning and Investigation Branch <i>Terry Heming</i>	Computer technical services and planning (part)
Coordination and Management Division <i>Rob Edwards</i>	Coordination (part) Coordination and Management Division administrative support
Personnel Management Branch <i>John Dent</i>	Personnel management
Resources Management Branch <i>Ivan King</i>	Resource management Management support Management review

STATE AND TERRITORY OFFICES

New South Wales Office
John Wilson

Statistical services and user liaison
(New South Wales)

Victorian Office
Dick Crockett

Statistical services and user liaison
(Victoria)

Queensland Office
Vacant

Statistical services and user liaison
(Queensland)

Western Australian Office
Brian Pink

Statistical services and user liaison
(Western Australia)

South Australian Office
Russell Rogers

Statistical services and user liaison
(South Australia)

Tasmanian Office
Stuart Jackson

Statistical services and user liaison
(Tasmania)

Northern Territory Office
Peter Gardner

Statistical services and user liaison
(Northern Territory)

Australian Capital Territory Office (a)
Martin Butterfield

Statistical services and user liaison
(Australian Capital Territory)

(a) The ABS does not have a separate Australian Capital Territory office as such; the Statistician, Australian Capital Territory, is based in the Australian Capital Territory Administration and is, organisationally, attached to the ABS Central Office.

Appendix 3 ABS PROGRAM EXPENDITURE AND RECEIPTS

	1987-88	1988-89		1989-90
	Actual	Total appropriation	Actual	Estimates(a)
	\$'000	\$'000	\$'000	\$'000
EXPENDITURE				
Salaries etc (b) -				
Salaries	96 733	103 531	102 663	99 897
Overtime	1 065	664	736	678
Total 671.1.01	97 799	104 195	103 398	100 575
Administrative expenses (b) -				
Travel and subsistence	2 829	2 746	2 801	3 129
Office requisites	5 772	6 953	6 911	10 162
Postage and telephones	5 964	5 765	5 791	6 509
Computer services	3 884	4 311	4 415	5 230
Incidentals (c) (d)	3 992	4 339	3 965	8 447
Agents	5 953	6 885	6 157	7 019
Minor capital expenses (c)	..	..	..	1 694
Sub-total administrative expenses	28 394	30 999	30 039	42 190
LESS ABS share of miscellaneous revenue	228	..	..	..
Total 671.1.02	28 166	30 999	30 039	42 190
Total sub-division 671.1	125 964	135 194	133 438	142 765
Property operating expenses (e) -				
Current 671.02.01	..	..	..	22 424
Capital 671.02.02	..	..	..	460
Total sub-division 671.2	..	..	..	22 884
Compensation and legal expenses (d)	1 393	714	643	55
Total sub-division 671.3	1 393	714	643	55
Receipts credited pursuant to section 9 of Appropriation Bill No. 1 (f)	..	..	..	2 064
Total division 671	127 358	135 908	134 081	167 768
Acquisitions, buildings and works -				
Plant and equipment 979.01.01 (c)	3 629	12 037	12 026	3 155
Construction of facilities 979.01.02 (e)	..	..	..	1 333
Total division 979	3 629	12 037	12 026	4 488
Special appropriations (b)-				
Australian Statistician	94	..	..	..
Australian Statistics Advisory Council	18	..	..	..
Total special appropriations	112	..	..	..
Total expenditure	131 098	147 945	146 107	172 256
RECEIPTS				
Miscellaneous revenue -				
Sale of statistical products -				
Publications (g)	2 287	3 628	3 294	3 901
Other products	..	878	1 510	963
Charges for special statistical services	1 170	418	324	325
Other revenue	..	96	223	211
Sub-total miscellaneous revenue	3 456	5 020	5 351	5 400
LESS ABS share of miscellaneous revenue	228	..	..	..
Total miscellaneous revenue	3 228	5 020	5 351	5 400
Section 35 of Audit Act 1901 (f)	..	..	..	2 064
TOTAL ABS OUTLAYS	127 870	142 925	140 756	164 792

(a) As included in Appropriation Bills Nos 1 and 2. (b) From 1988-89, salaries etc and administrative expenses include expenditure of the type shown as special appropriations for earlier years. (c) For 1989-90, minor capital expenses (which include purchases of furniture and fittings) includes expenditure previously included in plant and equipment and incidental administrative expenses. (d) For 1989-90, incidental administrative expenses includes \$2.119m COMCARE premium for compensation costs of current and former employees previously included in compensation and legal. (e) From 1989-90 the ABS assumes control of property operating expenses and construction of facilities. (f) Revenue from section 35 of the Audit Act 1901 is to be credited to Div 671 under receipts credited pursuant to section 9 of Appropriation Bill No. 1. (g) Excludes receipts by the Australian Government Publishing Service from sales of ABS publications.

Note: Any differences between totals and sums of components are due to rounding.



FINANCIAL STATEMENTS

1988-89

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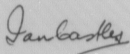
STATEMENT BY THE AUSTRALIAN STATISTICIAN

AND

PRINCIPAL ACCOUNTING OFFICER

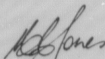
CERTIFICATION

We certify that the financial statements are in agreement with the accounts and records of the Australian Bureau of Statistics, and, in our opinion, the statements have been prepared in accordance with the Financial Statements Guidelines for Departmental Secretaries.



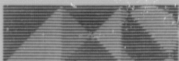
I. Castles
Australian Statistician

22 August 1989



M. Jones
Acting Assistant Statistician
Resources Management Branch

22 August 1989



AUSTRALIAN AUDIT OFFICE

Medibank House,
Woden
Telephone (062) 83 4777

GPO Box 707
Canberra, ACT 2601
Facsimile (062) 851723

AUSTRALIAN BUREAU OF STATISTICS AUDIT REPORT ON FINANCIAL STATEMENT

In accordance with subsection 50(1) of the *Audit Act 1901*, the Australian Statistician of the Australian Bureau of Statistics has submitted for my report the financial statement of the Australian Bureau of Statistics for the year ended 30 June 1989.

Subsection 50(2) of the Act provides that the financial statement shall be prepared in accordance with financial statements guidelines and shall set out:

- (a) particulars of the receipts and expenditures of the Consolidated Revenue Fund, the Loan Fund and the Trust Fund during the financial year in respect of the Bureau; and
- (b) such other information (if any) relating to the financial year as is required by the financial statements guidelines to be included in the statement.

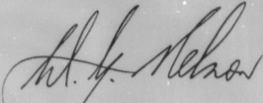
The part of the financial statement prepared in accordance with paragraph 50(2)(b) of the Act is not subject to audit examination and report unless the Minister for Finance has declared that it is to be subject to full examination. At the date of this report the Minister had not made a declaration in respect of the Australian Bureau of Statistics.

The part of the financial statement prepared in accordance with paragraph 50(2)(a) of the Act which is subject to audit has been prepared in accordance with the policies outlined in Notes 1(a), 1(b)(i), 1(c), and 2 and has been audited in conformance with the Australian Audit Office Auditing Standards.

In accordance with subsection 51(1) of the Act, I now report that the part of the statement prepared in accordance with subsection 50(2)(a) is, in my opinion:

- in agreement with the accounts and records kept in accordance with section 40 of the Act, and

- in accordance with the financial statements guidelines made by the Minister for Finance.



W.G. Nelson
Assistant Auditor-General

25 August 1989

AGGREGATE STATEMENT OF TRANSACTIONS BY FUND FOR THE YEAR ENDED 30 JUNE 1989

This Statement shows aggregate cash transactions, for which the Australian Bureau of Statistics is responsible, for the following Funds of the Commonwealth Public Account (CPA). The Bureau does not operate a Loan Fund.

	<i>1988-89 Budget</i>	<i>1988-89 Actual</i>
	\$	\$
CONSOLIDATED REVENUE FUND (CRF)		
Receipts	5 020 000	5 351 086
Expenditure from Annual Appropriations	133 563 000	146 106 750
TRUST FUND		
Balance 1 July 1988		3 590
Receipts		4 923
Expenditure		5 760
<i>Balance 30 June 1989</i>		<i>2 753</i>
Represented by:		
<i>Cash</i>		<i>2 753</i>

DETAILED STATEMENT OF TRANSACTIONS BY FUND FOR THE YEAR ENDED 30 JUNE 1989

Consolidated Revenue Fund (CRF)

Receipts to CRF

The CRF is the main working fund of the Commonwealth and consists of all current moneys received by the Commonwealth (excluding loan raisings and moneys received by the Trust Fund). The Bureau is responsible for the following receipt item.

	<i>1988-89 Budget</i>	<i>1988-89 Actual</i>
	\$	\$
Miscellaneous receipts	5 020 000	5 351 086

Expenditure from CRF

The Constitution requires that an appropriation of moneys by the Parliament is required before any expenditure can be made from the CRF. Appropriations follow two forms:

- Special (or standing) appropriations; and
- Annual appropriations.

The Bureau is responsible for the following expenditure items.

ANNUAL APPROPRIATIONS

	<i>1988-89 Appropriation</i>	<i>1988-89 Expenditure</i>
	\$	\$
Appropriation Act No. 1	128 691 000)	134 080 734
Appropriation Act No. 3	7 217 000)	
Appropriation Act No. 2	4 872 000)	12 026 016
Appropriation Act No. 4	65 000)	
Advance to the Minister for Finance (Act No. 2)	7 100 000)	
<i>Total Expenditure from Annual Appropriations</i>	<i>147 945 000</i>	<i>146 106 750</i>
TOTAL EXPENDITURE FROM CRF		146 106 750

Appropriations derived from Appropriation Acts.

DETAILS OF EXPENDITURE FROM ANNUAL APPROPRIATIONS

	<i>Sub-program (a)</i>	<i>1988-89 Appropriations</i>	<i>1988-89 Expenditure</i>
		\$	\$
APPROPRIATION ACTS NOS 1 AND 3			
Division 671 Australian Bureau of Statistics			
Running Costs (Annotated Appropriations) - Note 2			
1.01 Salaries and payments in the nature of salary	(b)	104 195 000	103 398 390
1.02 Administrative expenses	(b)	30 999 000	30 039 242
Other services			
2.01 Compensation and legal expenses	5.2	714 000	643 102
<i>Sub-total</i>		<i>135 908 000</i>	<i>134 080 734</i>
APPROPRIATION ACTS NOS 2 AND 4			
Division 979 Australian Bureau of Statistics			
1 Capital works and services			
1.01 Plant and equipment	5.1	12 037 000	12 026 016
<i>Total</i>		<i>147 945 000</i>	<i>146 106 750</i>

(a) Refer to program statement. (This information has not been subject to audit). (b) Allocated to various sub-programs.

Appropriation figures derived from Budget Related Paper No. 8.16. Expenditure figures derived from Central Ledger Extract at 30 June 1989.

Trust fund

This Section discloses details of the Trust Fund and Trust Account administered by the Australian Bureau of Statistics. It provides a break-down of the information relating to the Trust Fund contained in the Aggregate Statement of Transactions by Fund.

	<i>1988-89</i>
	\$
OTHER TRUST MONEYS	
Legal Authority - <i>Audit Act 1901</i> section 60	
Purposes - for the receipt of moneys temporarily held in trust for other persons	
Receipts and expenditure -	
Cash balance at 1 July 1988	3 590
Receipts	4 923
<i>Sub-total</i>	<i>8 513</i>
Expenditure	5 760
Cash balance at 30 June 1989	2 753

Figures derived from the Central Ledger Extract as at 30 June 1989.

PROGRAM STATEMENT FOR THE YEAR ENDED 30 JUNE 1989

This Statement shows details of expenditure from annual and special appropriations for each program and sub-program administered by the Bureau. Each "annual" appropriation item contributing to a sub-program is identified by its description followed by its appropriation code in brackets. Partial allocation of appropriation items to sub-programs are indicated by "(p)" following the item. With respect to those programs for which "expenditure from appropriations" and "outlays" differ, the Statement discloses information reconciling the amounts concerned. The Statement also shows details of revenue for each program (where applicable).

A detailed explanation of each program and sub-program is provided in *Explanatory Notes 1988-89 Treasury Portfolio*, Budget Related Paper No. 8.16.

This Statement has not been subject to audit.

	1988-89 Budget	1988-89 Actual
	\$	\$
PROGRAM 5 - AUSTRALIAN BUREAU OF STATISTICS		
SUB-PROGRAM 5.1 - STATISTICAL OPERATIONS		
Running Costs (671.1)(p) -		
Salaries and payments in the nature of salaries	86 315 000	83 947 387
Administrative expenses	19 107 000	16 775 127
Acquisition, buildings, work, plant and equipment		
Plant and equipment - (979.1.01)	12 037 000	12 026 016
EXPENDITURE FROM APPROPRIATIONS	117 459 000	112 748 530
LESS RECEIPTS OFFSET WITHIN OUTLAYS		
Miscellaneous	5 020 000	5 351 086
OUTLAYS	112 439 000	107 397 445
SUB-PROGRAM 5.2 - CORPORATE SERVICES		
Running Costs (671.1)(p) -		
Salaries and payments in the nature of salaries	17 880 000	19 451 002
Administrative expenses	11 892 000	13 264 115
Compensation and legal expenses (671.2.01)	714 000	643 102
EXPENDITURE FROM APPROPRIATIONS	30 486 000	33 358 219
TOTAL ABS APPROPRIATIONS	147 945 000	146 106 750
LESS TOTAL RECEIPTS OFFSET WITHIN OUTLAYS	5 020 000	5 351 086
TOTAL ABS OUTLAYS	142 925 000	140 755 664

Budget figures derived from Budget Related Paper No 8.16. Actual expenditure from Central Ledger Extract at 30 June 1989.

STATEMENT OF SUPPLEMENTARY FINANCIAL INFORMATION AS AT 30
JUNE 1989

This Statement has not been subject to audit.

	<i>Notes</i>	<i>30 June 1989</i>
		\$
CURRENT ASSETS		
Cash on hand and at bank	3	68 692
Receivables	4	236 013
Investments	5	..
Inventories	6	407 000
Advances	7	..
NON-CURRENT ASSETS		
Plant and equipment	8	48 761 000
Computer, furniture and office equipment	8	2 685 606
CURRENT LIABILITIES		
Creditors	9	20 794
NON-CURRENT LIABILITIES		
Creditors		..

NOTES TO THE FINANCIAL STATEMENTS AS AT 30 JUNE 1989

Note 1

Statement of significant accounting policies

- (a) The financial statements have been prepared in accordance with the *Financial Statements Guidelines for Departmental Secretaries* issued by the Minister for Finance.
- (b) (i) The financial statements have been prepared on a cash basis with the exception of the Statement of Supplementary Financial Information which includes certain accrual-type information.
- (ii) The financial statements have been prepared in accordance with the historical cost convention and do not take account of changing money values or, except where stated, current values of non-current assets.
- (c) Amounts shown throughout the statement have been rounded to the nearest \$1.
- (d) All assets brought to account in the Statement of Supplementary Information include only items whose individual value exceeds \$1 000. Inventories comprise goods or other property:
- held for sale
 - to be used in the production of goods, or
 - held by way of consumable stores.
- (e) Salaries, wages and related benefits payable to officers and employees of the Bureau have not been accounted for in the balance of creditors in the Statement of Supplementary Financial Information.

Note 2

Running costs (annotated appropriations)

This appropriation was annotated pursuant to section 35 of the *Audit Act 1901* to allow the crediting of certain receipts.

The current arrangements with the Department of Finance (DOF) are:

- Any receipts for standard products and services in excess of \$5.02 million are shared on a \$1 for \$1 basis between DOF and ABS.
- Receipts from the sale of CDATA 86 - CD-ROM are shared between DOF and ABS after the fellow manufacturers, Space-Time Research Pty Ltd and AUSLIG, have received royalty payments.

Note 3

Cash on hand and at bank

The cash and bank balances as at 30 June administered by the Australian Bureau of Statistics are comprised of bank accounts opened pursuant to sub-section 21 (1) of the Audit Act.

<i>Category</i>	<i>1988</i>	<i>1989</i>
	\$	\$
Collectors/receipts account	(a)	7 878
Cash on hand	(a)	94
Cash advances - CPM	(a)	50 349
Fees/advances account (ACT only)	(a)	1 072
Other (if applicable)	(a)	9 299
<i>Total</i>	<i>(a)</i>	<i>68 692</i>

(a) 1988 data are unavailable.

Note 4

Receivables

Of the total amount of \$236 013 as at 30 June the following amounts were overdue for:

<i>Period</i>	<i>1988</i>	<i>1989</i>
	\$	\$
Less than 30 days	(a)	66 618
30 days to 60 days	(a)	85 391
Later than 60 days	(a)	84 004
<i>Total</i>	<i>(a)</i>	<i>236 013</i>

(a) 1988 data are unavailable.

Note 5

Investments

Nil.

Note 6

Inventories

The amount of \$407 000 as at 30 June is for goods held for sale or to be used in the production of goods or services for sale.

Note 7

Advances

Nil.

Note 8

Non current assets

Non current assets at 30 June are:

<i>Category</i>	<i>1988</i>	<i>1989</i>
	\$	\$
Plant and equipment	(a)	48 761 000
Computer equipment (eg software)	(a)	510 800
Furniture and fittings	(a)	752 305
Office equipment	(a)	1 422 501
<i>Total</i>	<i>(a)</i>	<i>51 446 606</i>

(a) 1988 data are unavailable.

Note 9

Creditors

Trade creditors

Of the total amount of \$20 794 as at 30 June the following amounts were overdue for:

Category	1988	1989
	\$	\$
Less than 30 days	(a)	17 684
30 days to 60 days	(a)	3 110
More than 60 days	(a)	..
Total	(a)	20 794

(a) 1988 data are unavailable.

Note 10

Forward obligations

The Bureau has entered into the following forward obligations for plant and equipment as at 30 June which are payable as follows:

Category	1988	1989
	\$	\$
Not later than one year	(a)	713 500
Later than one year but no later than 2 years	(a)	..
Later than 2 years	(a)	..
Total	(a)	713 500

(a) 1988 data are unavailable.

Note 11

Act of grace payments

No payments were made during the financial year 1988-89 pursuant to authorisations given under section 34A of the *Audit Act 1901* out of moneys appropriated for the purposes of the Bureau.

Note 12

Waiver of rights to payment of moneys

The total number of payments waived during the financial year 1988-89 under subsection 70C(2) of the *Audit Act 1901* was 1 and the amount of that payment was \$596.

Note 13

Amounts written off

The following details are furnished in relation to amounts written off during the financial year under sub-section 70C(2) of the *Audit Act 1901*:

UP TO \$1 000

<i>Category</i>	<i>Number</i>	<i>Amount</i>
		\$
(1) Losses or deficiencies of public moneys	4	143
(2) Irrecoverable amounts of revenue	23	122
(3) Irrecoverable debts and overpayments	8	1 889
(4) Amounts of revenue, debts or overpayments, the recovery of which would, in the opinion of the Minister, be uneconomical	1	6
(5) Lost, deficient, condemned, unserviceable or obsolete stores	11	4 509
<i>Total</i>	<i>47</i>	<i>6 669</i>

OVER \$1 000

<i>Category</i>	<i>Number</i>	<i>Amount</i>
		\$
(1) Losses or deficiencies of public moneys	..	..
(2) Irrecoverable amounts of revenue	3	7 284
(3) Irrecoverable debts and overpayments	..	..
(4) Amounts of revenue, debts or overpayments, the recovery of which would, in the opinion of the Minister, be uneconomical	..	..
(5) Lost, deficient, condemned, unserviceable or obsolete stores	21	83 388
<i>Total</i>	<i>24</i>	<i>90 672</i>

Note 14

Losses and deficiencies etc in public moneys and other property

The following action was taken during the financial year 1988-89 under Part XIIA of the *Audit Act 1901*:

	<i>Total number</i>	<i>Total amount</i>	<i>Number where officer judged liable</i>	<i>Total assessed liability</i>	<i>Number where officer not held liable</i>	<i>Number pending action</i>
		\$		\$		
Public monies						
Losses	..	..	..	..	..	..
Deficiencies	25	105	1	1	3	21
Property						
Losses	..	..	..	..	..	..
Destruction	..	..	..	..	..	..
Damage	..	..	..	..	..	..

Comments: Losses and deficiencies were written off under section 70C(1) of the *Audit Act 1901*.

Note 15

Resources received free of charge

During 1988-89 financial year a number of Commonwealth Departments and agencies provided services to the ABS without charge. The major services received include the following:

- Department of Finance – Accounting and budgetary information from computerised Finance Ledger and payroll services.
- Department of Administrative Services (including Australian Property Group, Australian Construction Service) – Property management and coordination of building services.
- Australian Audit Office – Auditing services.
- Attorney-General's Department – Legal services.

GLOSSARY OF TERMS

Act of grace payments

Section 34A of the *Audit Act 1901* provides that, in special circumstances, the Commonwealth may pay an amount to a person notwithstanding that the Commonwealth is not under any legal liability to do so.

Actual

Final expenditure and receipts as reported in the Department of Finance Central Ledger as at 30 June 1989.

Administrative expenses

Includes all operational expenditure except salaries. The item includes both direct costs and overhead expenditure, as well as minor capital expenditure which is considered part of ordinary annual services. It does not include major capital expenditure.

Advance to the Minister for Finance

The contingency provisions appropriated in the two Supply Acts and the two annual Appropriation Acts to enable funding of urgent expenditure not foreseen at the time of preparation of the relevant Bills. These funds may also be used in the case of changes in expenditure priorities to enable "transfers" of moneys from the purpose for which they were originally appropriated to another purpose pending specific appropriation.

Annual Appropriations

Acts which appropriate moneys for expenditure in relation to the Government's activities during the financial year. Such appropriations lapse on 30 June.

Appropriation

Authorisation by Parliament to expend public moneys from the Consolidated Revenue Fund or Loan Fund for a particular purpose, or the amounts so authorised. All expenditure (ie outflows of moneys) from the Commonwealth Public Account must be appropriated ie authorised by the Parliament. See also "Annual Appropriations".

Appropriation Act (No 1)

An act to appropriate moneys from the Consolidated Revenue Fund for the ordinary annual services of Government.

Appropriation Act (No 2)

An act to appropriate moneys from the Consolidated Revenue Fund for other than ordinary annual services. Under existing arrangements between the two Houses of Parliament this Act includes appropriations in respect of new policies (apart from those funded under Special Appropriations), capital works and services and plant and equipment.

Appropriation Acts (Nos 3 and 4)

Where an amount provided in an Appropriation Act (No 1 or 2) is insufficient to meet approved obligations falling due in a financial year, additional appropriation may be provided in a further Appropriation Act (No 3 or 4). Appropriation may also be provided in this Act for a new expenditure proposal.

Audit Act 1901

The principal legislation governing the collection, payment and reporting of public moneys, the audit of the Public Accounts and the protection and recovery of public property. Finance Regulations and Directions are made pursuant to the Act.

Budget

The funds provided in Appropriation Acts Nos 1 and 2.

Commonwealth Public Account (CPA)

The main bank account of the Commonwealth, maintained at the Reserve Bank, in which is held the moneys of the Consolidated Revenue Fund, Loan Fund and Trust Fund.

Consolidated Revenue Fund (CRF)

The principal working fund of the Commonwealth mainly financed by taxation, fees and other current receipts. The Constitution requires an appropriation of moneys by the Parliament before any expenditure can be made from the CRF.

Expenditure

The total amount of money spent on all ABS activities.

Forward obligations

Obligations existing at 30 June which create or are intended to create a legal liability on the Commonwealth to provide funds in future years and which have not been exempted from the forward obligations system.

Outlays

Total expenditure less total receipts.

Receipts

The total amount of moneys received by the ABS.

Receipts offset within outlays

Refers to receipts which are netted against certain expenditure items because they are considered to be closely or functionally related to those items.

Running costs

A term used to describe departmental appropriations for salaries and administrative expenses, including minor capital works.

Trust fund

Established under s.60 of the Audit Act, the Trust Fund holds money in trust for the benefit of persons or bodies other than the Commonwealth.

Appendix 5 **ABS PROGRAM EXPENDITURE – ESTIMATES OF EXPENDITURE BY COMPONENT**

The table on the next page (page 114) shows the expenditure for the ABS program in each of the 3 years 1986–87 to 1988–89, with an estimated dissection by program component. An estimate of "direct" expenditure is shown for each component, and an estimate of "total" expenditure is shown for each "statistical" component. The "total" expenditure for each "statistical" component is also shown as a percentage of ABS program expenditure (excluding "total" expenditure on the population census component, plant and equipment, and property operating expenses).

These estimates have been compiled on the following basis:

- **Direct expenditure** is all expenditure directly attributable to each component (such as salaries attributed on the basis of actual payments, and direct expenditure on overtime, and travel and subsistence) plus an estimated distribution of major corporate service overheads (such as postage, telephones, printing etc). General printing costs of ABS publications are attributed to the information services component. Expenditure on plant and equipment is not attributed to individual components (except for the population census component).
- **Total expenditure**, for each "statistical" component, is direct expenditure for the component plus an allocation of the direct expenditure for "service" components according to estimated usage of the services.

This method of dissecting ABS expenditure was developed some years ago by the ABS to assist in its internal planning. It differs from the standard procedures recently introduced for cost attribution in Government program budgeting. In future years the ABS hopes to move, in its ongoing accounting systems, to a basis of cost attribution which will permit the preparation of details of expenditure by component using standard program budgeting accounting procedures.

The table below gives a comparison between the dissection of ABS program expenditure by sub-program on the direct expenditure basis (as shown in the table on the next page) and the dissection on the program budgeting (PB) basis (as shown elsewhere in this Report):

	1986–87		1987–88		1988–89	
	Direct basis	PB basis	Direct basis	PB basis	Direct basis	PB basis
	\$'000					
Statistical operations sub-program (a)	143 148	132 246	105 962	95 041	113 708	112 749
Corporate services sub-program	19 830	33 101	21 507	36 058	20 373	33 358
Plant and equipment (b)	2 369	..	3 629	..	12 026	..
ABS program	165 347	165 347	131 098	131 098	146 107	146 107

(a) Includes plant and equipment for population census, on direct expenditure basis. Net of ABS share of revenue. (b) Attributed to statistical operations sub-program on PB basis. Excludes plant and equipment for population census.

Note: Any differences between totals and sums of components are due to rounding.

ABS PROGRAM: ESTIMATES OF EXPENDITURE BY COMPONENT

Program element	1986-87			1987-88			1988-89		
	Direct	Total(a)		Direct	Total(a)		Direct	Total(a)	
	\$'000	\$'000	%	\$'000	\$'000	%	\$'000	\$'000	%
STATISTICAL OPERATIONS (b) (c) -									
Information services (d)	6 410	--	--	7 472	--	--	4 453	--	--
Publishing (d)	--	--	--	--	--	--	3 611	--	--
Electronic dissemination (e)	--	--	--	--	--	--	573	--	--
Marketing (d)	--	--	--	--	--	--	647	--	--
National accounts (f)	1 874	3 168	2.9	2 069	3 605	3.0	2 045	3 651	2.9
International accounts	2 391	3 905	3.6	2 410	4 270	3.5	2 694	5 434	4.3
Trade	2 546	5 552	5.1	2 692	6 082	5.0	2 039	4 466	3.6
Prices	3 774	6 102	5.6	3 944	6 056	5.0	4 234	7 092	5.6
Financial institutions	1 218	2 180	2.0	1 246	2 267	1.9	1 247	2 430	1.9
Public finance	2 787	5 039	4.6	2 824	5 113	4.2	2 932	5 601	4.5
Agriculture	3 725	8 778	8.1	4 308	10 167	8.4	4 430	11 033	9.2
Mining	585	1 286	1.2	621	1 161	1.0	618	1 564	1.2
Energy	252	610	0.6	586	1 459	1.2	117	228	0.2
Manufacturing	2 205	4 711	4.3	2 377	7 677	6.3	3 297	7 350	6.0
Distribution and services industries	4 503	14 630	13.5	3 672	12 288	10.1	3 382	7 302	5.8
Construction	2 505	5 152	4.7	2 338	4 776	3.9	2 485	6 047	4.8
Transport and tourism (g)	1 512	2 840	2.6	1 762	3 599	3.0	--	--	--
Transport (g)	--	--	--	--	--	--	2 210	4 710	3.7
Tourism (g)	--	--	--	--	--	--	612	1 442	1.1
Business surveys	1 866	3 994	3.7	1 985	3 909	3.2	2 369	5 636	4.5
Science and technology	236	460	0.4	297	546	0.5	313	506	0.4
Integration, classification and development	1 245	--	--	1 444	--	--	1 512	--	--
Economic censuses system	2 504	--	--	1 400	--	--	1 203	--	--
Demography	2 208	4 207	3.9	2 257	4 399	3.6	2 335	4 698	3.7
Labour	5 413	24 556	22.6	6 930	26 951	22.2	6 637	27 755	22.1
Social	5 864	10 342	9.5	5 795	11 840	9.8	6 372	13 082	10.4
Time series (a)	967	1 090	1.0	1 110	1 266	1.0	--	--	--
Econometric and time series analyses (e)	--	--	--	--	--	--	741	573	0.5
Mathematical statistics	1 537	--	--	1 663	--	--	1 963	--	--
Statistical services and user liaison	1 809	(h)	--	2 498	3 766	3.1	2 771	4 360	3.5
Population surveys	11 022	--	--	12 223	--	--	12 560	--	--
Integrated register	4 470	--	--	4 642	--	--	3 663	--	--
Data management (i)	277	--	--	86	--	--	--	--	--
Computer operations and software	12 443	--	--	12 826	--	--	13 512	--	--
Computer applications	6 014	--	--	6 635	--	--	7 263	--	--
Coordination	1 420	--	--	1 509	--	--	1 176	--	--
Economic Accounts Division administrative support (j)	--	--	--	--	--	--	229	--	--
Industry Division administrative support (j)	--	--	--	--	--	--	261	--	--
Social and Labour Division administrative support (j)	--	--	--	--	--	--	397	--	--
Statistical and Information Services Division administrative support (j)	--	--	--	--	--	--	257	--	--
Computer Services Division administrative support (j)	--	--	--	--	--	--	192	--	--
CORPORATE SERVICES (c) -									
Executive	3 337	--	--	4 077	--	--	4 245	--	--
Personnel management	5 677	--	--	6 194	--	--	6 509	--	--
Resource management	910	--	--	925	--	--	856	--	--
Management support	6 639	--	--	6 744	--	--	4 897	--	--
Management review	62	--	--	223	--	--	191	--	--
Computer technical services and planning	3 174	--	--	3 344	--	--	3 454	--	--
Coordination and Management Division administrative support (j)	--	--	--	--	--	--	220	--	--
Non ABS (k)	31	31	--	--	--	--	--	--	--
SUB-TOTAL									
	115 409	108 630	100.0	124 302	121 196	100.0	129 723	125 759	100.0
Population census (l)	47 569	54 348	--	3 396	6 502	--	4 358	8 322	--
Plant and equipment (m)	2 369	2 369	--	3 629	3 629	--	12 026	12 026	--
LESS ABS share of revenue (n)	--	--	--	228	228	--	--	--	--
ABS PROGRAM TOTAL									
	165 347	165 347	--	131 098	131 098	--	146 107	146 107	--

(a) Statistical components only; includes estimated costs of service components allocated in accordance with usage on statistical components. (b) Excluding population census. (c) Excludes expenditure on plant and equipment and property operating expenses. (d) The publishing and marketing components were split from the information services component in 1988-89. (e) The time series component was split into the following two components in 1988-89: electronic dissemination, and econometric and time series analysis. (f) The costs of collecting data used in compiling the national accounts are included in the respective subject matter components. (g) The transport and tourism component was split into the following two components in 1988-89: transport, and tourism. (h) This component was treated as a service component in this year. An estimate of its total cost in 1986-87 is \$2.75m. (i) This component was discontinued early in 1987-88. (j) This component was established in 1988-89. (k) Telephone costs incurred by non-ABS results of Census Offices (subsequently recovered). (l) Includes plant and equipment for population census. (m) Includes expenditure on the computer subcomponent program. Excludes plant and equipment for population census. (n) Special arrangements in 1987-88 for reporting ABS share of revenue.

Note: Any differences between totals and sums of components are due to rounding.

Appendix 6 ABS STAFFING

TABLE 6.1 ABS STAFF RESOURCES EMPLOYED UNDER THE PUBLIC SERVICE ACT 1922 BY PROGRAM ELEMENT AND LOCATION

Program element	1987-88				1988-89						
	Total	ACT	NSW	Vic	Qld	WA	SA	Tas	NT	Total	
STATISTICAL OPERATIONS (b) -											
Average staff levels (a)											
Information services (c)	198	51	26	22	13	9	10	4	1	136	
Publishing (c)	..	28	7	5	7	5	5	4	2	63	
Electronic dissemination (d)	..	17	..	..	..	..	..	..	..	17
Marketing (c)	..	8	3	2	1	..	1	..	..	14
National accounts	59	52	1	1	..	..	..	..	..	54
International accounts	70	75	..	..	..	..	..	..	..	75
Trade	83	61	..	..	..	..	..	..	..	61
Prices	116	58	15	15	9	9	7	5	3	122	
Financial institutions	38	35	..	..	..	..	..	..	..	35
Public finance	82	32	12	12	9	6	7	4	1	82	
Agriculture	139	26	29	24	23	13	15	5	1	137	
Mining	21	3	5	3	4	2	..	1	1	19	
Energy	17	3	..	..	..	..	..	..	..	3
Manufacturing	119	23	23	25	9	8	7	3	..	97	
Distribution and services industries	120	23	17	16	27	7	7	3	2	102	
Construction	80	18	17	16	9	7	7	4	2	80	
Transport and tourism (e)	57	..	..	..	..	..	..	..	..	..
Transport (e)	..	18	4	2	10	29	2	2	..	66	
Tourism (e)	..	2	5	3	5	2	1	1	1	20	
Business surveys	63	36	11	10	5	3	5	1	1	72	
Science and technology	9	9	..	..	..	..	..	..	..	9
Integration, classification and development	41	36	1	1	1	..	2	..	..	41
Economic censuses system	48	19	4	3	7	1	1	1	..	37	
Population census	92	53	5	3	2	2	3	2	1	71	
Demography	71	23	11	12	8	5	5	2	3	69	
Labour	223	87	36	27	14	10	12	6	4	197	
Social	176	105	21	10	23	9	10	5	1	184	
Time series (d)	30	..	..	..	..	..	..	..	..	..
Econometric and time series analyses (d)	..	20	..	..	..	..	..	..	..	20
Mathematical statistics	49	53	..	..	..	..	..	..	..	53
Statistical services and user liaison	69	..	13	13	15	13	12	9	2	76	
Population surveys	190	35	34	30	30	20	23	11	5	188	
Integrated register	155	39	50	34	23	13	12	3	2	176	
Data management (f)	2	..	..	..	..	..	..	..	..	..
Computer operations and software	324	136	40	33	30	21	21	15	1	296	
Computer applications	191	119	15	14	11	12	13	11	..	195	
Coordination	34	27	..	..	..	..	..	..	..	27
Economic Accounts Division administrative support (g)	..	7	..	..	..	..	..	..	..	7
Industry Division administrative support (g)	..	7	..	..	..	..	..	..	..	7
Social and Labour Division administrative support (g)	..	12	..	..	..	..	..	..	..	12
Statistical and Information Services Division administrative support (g)	..	8	..	..	..	..	..	..	..	8
Computer Services Division administrative support (g)	..	6	..	..	..	..	..	..	..	6
Total	2 966	1 370	405	335	295	207	184	104	32	2 932	
CORPORATE SERVICES (b) -											
Executive	61	34	4	4	4	4	4	4	3	62	
Personnel management	172	85	21	19	15	12	10	8	3	173	
Resource management	24	14	2	2	2	1	1	..	..	21
Management support	255	57	23	23	18	13	17	8	3	162	
Management review	6	4	..	..	..	..	..	..	..	4
Computer technical services and planning	82	80	..	..	..	..	..	..	..	80
Coordination and Management Division administrative support (g)	..	7	..	..	..	..	..	..	..	7
Total	600	280	49	48	39	30	32	21	9	509	
PAID INOPERATIVE STAFF (h)											
	104	50	19	13	10	9	4	3	2	111	
TOTAL AVERAGE STAFF LEVELS											
	3 670	1 700	474	396	344	246	220	128	43	3 551	

(a) Comprises full-time staff and part-time staff at their full-time equivalent. Excludes unpaid inoperative staff. Where officers undertake duties within more than one component, they have been classified to that component which occupies most of their time. (b) Excluding paid inoperative staff. (c) The publishing and marketing components were split from the information services component in 1988-89. (d) The time series component was split into the following two components in 1988-89: electronic dissemination; and econometric and time series analyses. (e) The transport and tourism component was split into the following two components in 1988-89: transport; and tourism. (f) This component was discontinued early in 1987-88. (g) This component was established in 1988-89. (h) For example staff on long service leave, extended sick leave, etc for periods of twelve weeks or longer.

Note: Any differences between totals and sums of components are due to rounding.

TABLE 6.2 ABS STAFF EMPLOYED UNDER THE *PUBLIC SERVICE ACT 1922* BY LOCATION, SEX, AND CLASSIFICATION, AT 30 JUNE 1989 (a)

Classification	ACT	NSW	Vic	Qld	WA	SA	Tas	NT	Total
MEN									
	Number								
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	1	-	-	-	-	-	-	-	1
Senior Executive Service	27	1	1	1	1	1	-	-	32
Administrative Service Officer (c) -									
Class 8	55	4	5	4	2	3	1	2	76
Class 7	110	8	8	5	2	3	3	-	139
Class 6	219	23	24	22	12	15	12	2	329
Class 5	119	40	32	28	25	22	8	3	277
Class 4	85	34	32	23	20	30	17	5	246
Class 3	57	50	39	28	19	26	22	5	246
Class 2	63	36	29	19	14	14	11	2	188
Class 1	32	12	15	11	10	5	4	1	90
Computer Systems Officer -									
Grades 4 and 5	31	1	1	1	1	1	1	-	37
Grade 3	39	1	-	-	1	1	1	-	43
Grade 2	67	4	2	5	5	5	4	1	93
Grade 1	48	-	4	2	2	2	3	-	61
Librarians	-	-	-	-	-	-	-	-	-
Other classifications	26	3	6	-	1	4	-	-	40
Total paid operative and inoperative staff	979	217	198	149	115	132	87	21	1 898
UNPAID INOPERATIVE STAFF	67	20	17	8	13	7	2	3	137
TOTAL STAFF AT 30 JUNE 1989	1 046	237	215	157	128	139	89	24	2 035
WOMEN									
	Number								
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	-	-	-	-	-	-	-	-	-
Senior Executive Service	3	-	-	-	-	-	-	-	3
Administrative Service Officer (c) -									
Class 8	5	-	-	1	-	-	-	-	6
Class 7	30	3	2	1	-	1	-	-	37
Class 6	98	5	9	4	5	2	2	2	127
Class 5	80	14	12	10	9	5	-	1	131
Class 4	104	30	24	18	19	8	3	2	208
Class 3	107	54	30	40	23	20	12	10	296
Class 2	130	66	47	53	26	24	11	3	360
Class 1	111	30	27	34	17	10	6	3	258
Computer Systems Officer -									
Grades 4 and 5	5	-	-	-	-	-	-	-	5
Grade 3	12	-	-	-	-	-	-	-	14
Grade 2	24	2	2	-	1	-	1	-	30
Grade 1	8	4	1	2	1	1	-	-	17
Librarians	7	1	1	2	-	-	-	-	11
Other classifications	13	1	2	3	2	4	-	-	25
Total paid operative and inoperative staff	717	210	157	188	104	75	36	21	1 528
UNPAID INOPERATIVE STAFF	92	23	21	14	7	11	8	3	181
TOTAL STAFF AT 30 JUNE 1989	829	233	178	202	111	86	44	24	1 709

For footnotes see end of table.

TABLE 6.2 ABS STAFF EMPLOYED UNDER THE PUBLIC SERVICE ACT 1922 BY LOCATION, SEX, AND CLASSIFICATION, AT 30 JUNE 1989 (a) (continued)

Classification	ACT	NSW	Vic	QH	WA	SA	Tas	NT	Total
TOTAL									
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	1	-	-	-	-	-	-	-	1
Senior Executive Service	30	1	1	1	1	1	-	-	35
Administrative Service Officer (c)									
Class 8	60	4	5	5	2	3	1	2	82
Class 7	140	11	10	6	2	4	3	-	176
Class 6	317	28	33	26	17	17	14	4	456
Class 5	199	54	44	38	34	27	8	4	408
Class 4	189	64	56	41	39	38	20	7	454
Class 3	164	104	69	68	42	46	34	15	542
Class 2	193	102	76	72	40	38	22	5	548
Class 1	143	42	42	65	27	15	10	4	348
Computer Systems Officer -									
Grades 4 and 5	36	1	1	1	1	1	1	-	42
Grade 3	51	1	-	-	2	1	2	-	57
Grade 2	91	6	4	5	6	5	5	1	123
Grade 1	56	4	5	4	3	3	3	-	78
Librarians	7	1	1	2	-	-	-	-	11
Other classifications	39	4	8	3	3	8	-	-	65
Total paid operative and inoperative staff	1 716	427	355	337	219	207	123	42	3 426
UNPAID INOPERATIVE STAFF	159	45	38	22	20	18	10	6	318
TOTAL STAFF AT 30 JUNE 1989	1 875	472	393	359	239	225	133	48	3 744

(a) Includes, also, the Australian Statistician, who is a statutory office holder appointed under the Australian Bureau of Statistics Act 1975. Excludes unpaid operative staff (e.g. staff on leave without pay for periods of less than 12 weeks); the number of such staff is very small. Excludes, also, casual staff employed for short periods for population surveys. (b) Being paid at the classification shown at 30 June 1989. (c) Includes Research Officer classifications with same maximum salaries.

TABLE 6.3 ABS STAFF EMPLOYED UNDER THE PUBLIC SERVICE ACT 1922 BY
EMPLOYMENT STATUS, SEX AND CLASSIFICATION, AT 30 JUNE 1989 (a)

Classification	Permanent			Temporary			Total		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
FULL-TIME EMPLOYEES									
	Number								
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	1	..	1	..	..	..	1	..	1
Senior Executive Service	32	3	33	..	..	..	32	3	35
Administrative Service Officer (c) -									
Class 8	76	5	81	..	..	..	76	5	81
Class 7	138	34	172	..	1	1	138	35	173
Class 6	323	115	438	1	1	2	324	116	440
Class 5	273	121	394	1	..	1	274	121	395
Class 4	241	193	434	2	3	5	243	196	439
Class 3	243	282	525	1	6	7	244	288	532
Class 2	177	323	500	7	18	25	184	341	525
Class 1	58	160	218	29	64	93	87	224	311
Computer Systems Officer -									
Grades 4 and 5	37	4	41	..	..	..	37	4	41
Grade 3	43	11	54	..	..	..	43	11	54
Grade 2	89	22	111	1	..	1	90	22	112
Grade 1	61	13	74	..	2	2	61	15	76
Librarians	..	9	9	..	2	2	..	11	11
Other classifications	19	5	24	21	19	40	40	24	64
Total paid operative and inoperative staff	1 811	1 300	3 111	63	116	179	1 874	1 416	3 290
UNPAID INOPERATIVE STAFF	136	167	303	1	1	2	137	168	305
TOTAL STAFF AT 30 JUNE 1989	1 947	1 467	3 414	64	117	181	2 011	1 584	3 595
PART-TIME EMPLOYEES									
	Number								
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	..	..	..	..	..	..	..	..	..
Senior Executive Service	..	..	..	..	..	..	..	..	..
Administrative Service Officer (c) -									
Class 8	..	1	1	..	..	..	..	1	1
Class 7	1	2	3	..	..	..	1	2	3
Class 6	4	11	15	1	..	1	5	11	16
Class 5	3	7	10	..	3	3	3	10	13
Class 4	3	10	13	..	2	2	3	12	15
Class 3	2	8	10	..	..	..	2	8	10
Class 2	3	14	17	1	5	6	4	19	23
Class 1	2	19	21	1	15	16	3	34	37
Computer Systems Officer -									
Grades 4 and 5	..	1	1	..	..	..	..	1	1
Grade 3	..	3	3	..	..	..	..	3	3
Grade 2	3	8	11	..	..	..	3	8	11
Grade 1	..	2	2	..	..	..	..	2	2
Librarians	..	..	..	..	..	..	..	..	..
Other classifications	..	1	1	..	..	..	..	1	1
Total paid operative and inoperative staff	21	87	108	3	25	28	24	112	136
UNPAID INOPERATIVE STAFF	..	11	11	..	2	2	..	13	13
TOTAL STAFF AT 30 JUNE 1989	21	98	119	3	27	30	24	125	149

(a), (b) and (c) See footnotes to Table 5.2.

TABLE 6.3 ABS STAFF EMPLOYED UNDER THE PUBLIC SERVICE ACT 1922 BY EMPLOYMENT STATUS, SEX AND CLASSIFICATION, AT 30 JUNE 1989 (a) (continued)

Classification	Permanent			Temporary			Total		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
TOTAL									
	Number								
PAID OPERATIVE AND INOPERATIVE STAFF (b) -									
Australian Statistician	1	..	1	..	..	..	1	..	1
Senior Executive Service	32	3	35	..	..	..	32	3	35
Administrative Service Officer (c) -									
Class 8	76	6	82	..	..	..	76	6	82
Class 7	139	36	175	..	1	1	139	37	176
Class 6	327	126	453	2	1	3	329	127	456
Class 5	276	128	404	1	3	4	277	131	408
Class 4	244	203	447	2	5	7	246	208	454
Class 3	245	290	535	1	6	7	246	296	542
Class 2	180	337	517	8	23	31	188	360	548
Class 1	60	179	239	30	79	109	90	258	348
Computer Systems Officer -									
Grades 4 and 5	37	5	42	..	..	..	37	5	42
Grade 3	43	14	57	..	..	..	43	14	57
Grade 2	92	30	122	1	..	1	93	30	123
Grade 1	61	15	76	..	2	2	61	17	78
Librarians	..	9	9	..	2	2	..	11	11
Other classifications	19	6	25	21	19	40	40	25	65
Total paid operative and inoperative staff	1 832	1 387	3 219	66	141	207	1 898	1 528	3 426
UNPAID INOPERATIVE STAFF	136	178	314	1	3	4	137	181	318
TOTAL STAFF AT 30 JUNE 1989	1 968	1 565	3 533	67	144	211	2 035	1 709	3 744

(a), (b) and (c) See footnotes to Table 6.2.

TABLE 6.4 ABS STAFF RESOURCES EMPLOYED UNDER THE CENSUS AND STATISTICS ACT 1905

Purpose	1987-88	1988-89
	Staff years	
Interviewer enumerated statistical collections (mainly household surveys)	217	216
Preparations for 1991 census of population and housing	..	1
Total	217	217

TABLE 6.5 ABS INTAKE AND SEPARATIONS OF PERMANENT STAFF, 1988-89

<i>Method of intake and Type of separation</i>	<i>SES</i>	<i>Non-SES</i>	<i>Total</i>
	Number		
<i>INTAKE -</i>			
Appointment -			
Graduate	..	107	107
Non-graduate	..	113	113
Promotion or transfer from outside the ABS	(a) 2	127	129
<i>Total intake</i>	2	347	349
<i>SEPARATIONS -</i>			
Promotion or transfer to outside the ABS	1	146	147
Resignation	1	232	233
Death	..	2	2
Retirement -			
Voluntary, under section 76R of the <i>Public Service Act 1922</i>	5	..	5
Voluntary, under section 76W of the <i>Public Service Act 1922</i>	..	47	47
Invalidity	..	5	5
Involuntary	..	2	2
Election by officer -			
Age 55-59 years	1	10	11
Age 60-64 years	..	12	12
<i>Total separations</i>	8	456	464

(a) In addition, 5 officers were promoted within the ABS from a non-SES classification, and 1 officer returned from a period of leave without pay (during which he held a post in an international organisation).

TABLE 6.6 ABS SENIOR EXECUTIVE SERVICE STAFF BY SALARY LEVEL, SEX AND LOCATION, AT 30 JUNE(a)

Year and Location	Salary level					Total		
	1	2	3	4	6	Men	Women	Total
Number								
1988 -								
Total at 30 June 1988	20	3	6	1	1	30	1	31
1989 -								
Australian Capital Territory	2	18	..	6	2	26	2	28
New South Wales	..	1	..	..	..	1	..	1
Victoria	..	1	..	..	..	1	..	1
Queensland	..	..	..	..	..	..	..	..
Western Australia	1	..	..	..	..	1	..	1
South Australia	1	..	..	..	..	1	..	1
Total at 30 June 1989	4	20	..	6	2	30	2	32

(a) Operative substantive SES staff only.

TABLE 6.7 ABS SENIOR EXECUTIVE SERVICE, PROMOTIONS, 1988-89

Salary level from which promoted	Salary level to which promoted					Total
	1	2	3	4	6	
Number						
Promotions within the SES –						
From level 4	1	1
From level 3	6	..	6
From level 2
From level 1	..	12	..	..	..	12
Promotions from non-SES levels	..	6	..	..	..	6
Total	..	18	..	6	1	25

TABLE 6.8 ABS SENIOR EXECUTIVE SERVICE FULL-TIME STAFF BY SALARY LEVEL, AGE GROUP AND LENGTH OF SERVICE, AT 30 JUNE 1989 (a)

Age group and Length of service	Salary level		
	1-2	3-6	Total
	Number		
AGE GROUP (YEARS) -			
Under 35	..	..	..
35-39	6	1	7
40-44	10	2	12
45-49	5	3	8
50-54	2	1	3
55-59	1	1	2
60 and over	..	..	..
LENGTH OF SERVICE (YEARS) -			
Under 5	2	..	2
5 and under 10	..	..	..
10 and under 15	1	..	1
15 and under 20	5	2	7
20 and under 30	12	4	16
30 and over	4	2	6
Total	24	8	32

(a) Operative substantive SES staff only.

Appendix 7 **INDUSTRIAL DEMOCRACY IN THE ABS**

The ABS believes that encouraging all staff to participate in decision-making on matters affecting their working lives will lead to better informed decision-making, improved staff morale and greater commitment from staff. It will also generally enrich the working lives of staff at all levels within the ABS.

Further, the ABS recognises that it must accept responsibility for developing, implementing and monitoring the effectiveness of arrangements which promote the meaningful participation of all members of the organisation in corporate activity.

It is therefore ABS policy to ensure that the necessary conditions and opportunities exist for the involvement of staff and their representatives in the management of ABS activities.

Industrial democracy plan status

The industrial democracy (ID) plan for the ABS was developed in consultation with staff unions and was approved by the ABS National Consultative Council in October 1986. Copies of the plan, in booklet format, were issued to all managers, to be made available to all staff.

Implementation of the ID plan is among the strategies specified in the ABS corporate plan.

The major ID initiative in 1988-89 was the implementation of a participative work design program. Pilot programs were conducted in a number of offices, and all areas of the ABS have now been scheduled for participation in the process of work design by July 1991. During 1988-89 there was a continuation of efforts to raise the awareness by staff of ID and to educate staff at all levels in the principles and practices of ID.

Consultative mechanisms

The structure of formal consultation forums in the ABS is illustrated by the diagram on the following page. Each council and subcommittee shown in the diagram has both union and management representation.

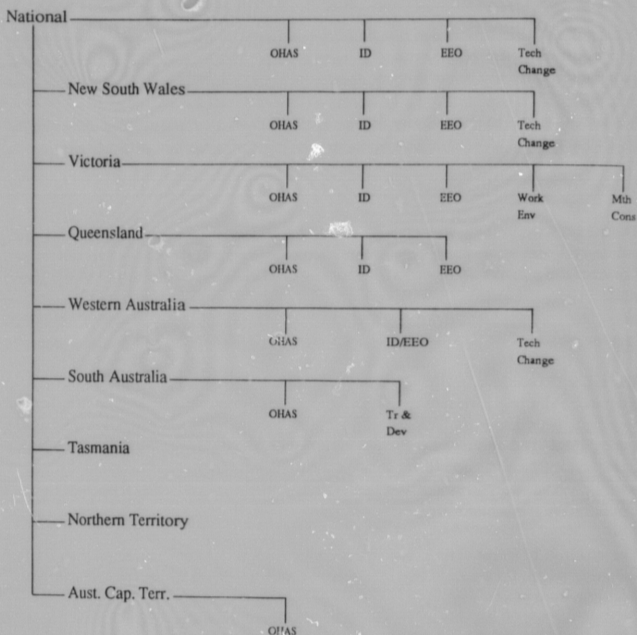
In addition, as a result of the second tier wage agreement, there exists a national implementation committee with responsibility for overseeing implementation of new office structures in the ABS. This committee is supported by local negotiating forums in each State. As in the ID councils, there is both union and management representation.

The consultative mechanisms have proved useful in discussing a wide range of issues of interest to both management and unions. Issues affecting more than one office are covered by the national consultative bodies.

STRUCTURE FOR CONSULTATION BETWEEN ABS MANAGEMENT AND STAFF UNIONS

Consultative Councils

Subcommittees



- Key:
- OHAS - Occupational Health and Safety
 - ID - Industrial Democracy
 - EEO - Equal Employment Opportunity
 - Tech Change - Technological Change
 - Work Env - Working Environment
 - Mth Cons - Monthly Management-Union Consultation
 - Tr & Dev - Training and Development

Resources

Two officers in Central Office (Administrative Service Officers, one at Class 7 and one at Class 6) devote approximately half their time to coordinating, implementing and monitoring activities under the ID plan. Their responsibility covers national and ACT activities as well as all ID reporting required by the ABS.

In each State Office there is at least one officer whose duties include coordination of ID activities. Work design staff also contribute significantly to promoting ID principles and practices through participative work design.

The Senior Executive responsible for ID matters in the ABS is the First Assistant Statistician (Senior Executive, Level 4), Coordination and Management Division.

Corporate planning processes

Senior and middle managers are encouraged to obtain the views of their staff on corporate planning processes. Considerable emphasis is placed on promoting participative management styles, leading to staff becoming involved in, and contributing to, planning processes at all levels, from their immediate work area to the corporate level.

Major priorities

Implementation of new office structures under the second tier wage agreement through an intensive 3 year program of participative work design is the major priority for ID activities in the ABS.

Monitoring, review and evaluation

A conference of ID coordinators from all ABS Offices was held in October 1988 to review progress in implementing ID throughout the ABS. Future monitoring and evaluation will be made against a forward work program which is to be developed in 1989-90. A major review and rewrite of the ABS ID plan is scheduled for 1990.

Significant achievements in 1988-89

Significant achievements for the year were:

- Refinement of a work design process based on pilot studies started in 1987.
- Establishment of an agreed framework for union involvement in the work design process.
- Substantial progress on implementing the 3 year work design program.
- Development of a set of strategies for further implementation of ID, which will be the basis for development of a forward work program for ID in parallel with work design.

Priorities for 1989-90

Priorities for 1989-90 are:

- Continued implementation of the work design program.
- Development and implementation of a forward work program for ID.

Appendix 8 **EQUAL EMPLOYMENT OPPORTUNITY IN THE ABS**

Program status

The equal employment opportunity (EEO) program for the ABS was approved by the then Public Service Board in March 1987. The ABS is committed to the principle of equality of opportunity in all employment matters. During 1988-89 the ABS continued to implement EEO activities based on the general ABS EEO objectives.

Training of staff in EEO matters and raising awareness by staff of EEO are continuing. Review and refinement of personnel administration is also continuing. Additional tools for monitoring EEO are being developed and set in place. Each ABS Office is determining its own priorities and action plans based on the national program.

Pursuit of the ABS EEO program is a strategy specified in the ABS corporate plan.

Resources

Two staff (Administrative Service Officers, one at Class 7 and one at Class 6) devote approximately half of their time to coordinating, implementing and monitoring the EEO program. Their responsibility covers national coordination as well as all matters in Central Office (ACT). These positions have been located in the Personnel Policy and Health Section since October 1988.

This staffing arrangement differs from that in 1987-88 when all EEO responsibility was held by one Administrative Service Officer Class 7. This position was also responsible for a subsection covering industrial democracy and other personnel policy matters.

In each ABS State Office there is at least one officer who has EEO coordination responsibility. His or her other functional responsibilities are in personnel development, industrial democracy and/or implementation of new office structures under the second tier wage agreement. The combined functions allow for a stronger EEO component in the other areas.

Staffing arrangements to support EEO in 1989-90 are currently subject to review.

The Senior Executive responsible for EEO in the ABS is the First Assistant Statistician (Senior Executive, Level 4), Coordination and Management Division.

Consultative mechanisms

The ABS has a National EEO Subcommittee which reports to the ABS National Consultative Council. In ABS State Offices, EEO issues are addressed through State EEO Subcommittees and/or as a standing agenda item for State Consultative Councils.

The National EEO Subcommittee met once during 1988-89. At that meeting it was agreed to have bi-annual meetings of the Subcommittee in future. These will occur in the months of February and July.

EEO database

The ABS has maintained a separate EEO database since early in 1987. Since its establishment, numerous improvements have been made, resulting in better data for analysis. This database, which is computerised, is currently separate from the personnel system which is not yet fully computerised.

Information on the database is collected from staff on a voluntary basis. At 30 June 1989 the database included information from 86.8% of ABS staff.

The ABS is currently developing systems for obtaining EEO statistics on training, recruitment, selection and the composition of selection panels.

Statistical data

The following table provides detailed statistics of EEO target groups within the ABS. The data are derived from two sources - the first two columns are from the ABS Nomad personnel system and the remainder from the ABS EEO database. The figures include both operative and inoperative staff.

REPRESENTATION OF EEO GROUPS FOR ABS STAFF: 30 JUNE 1989

Classification		Total staff	Women	NESB1	NESB2	PWD	ATSI
Administrative Service Officer Class 1	}	452	315	43	56	35	5
Cadet	}		69.7%	9.5%	12.4%	7.7%	1.1%
Office Trainee	}						
Other Staff	}						
Storeman	}						
Administrative Service Officer Class 2	}	609	402	55	51	40	5
Graduate Assistant	}		66.0%	9.0%	8.4%	6.6%	0.8%
Stores Supervisor	}						
Administrative Service Officer Class 3	}	587	325	31	52	49	1
Research Officer Grade 1	}		55.4%	5.3%	8.9%	8.3%	0.2%
Administrative Service Officer Class 4	}	589	263	45	49	31	1
Computer Systems Officer Grade 1	}		44.7%	7.6%	8.3%	5.3%	0.2%
Graphic Designer Grade 1	}						
Librarian Grade 1	}						
Research Officer Grade 2	}						
Administrative Service Officer Class 5	}	441	148	27	39	27	..
Librarian Grade 2	}		33.6%	6.1%	8.8%	6.1%	..
Senior Research Officer Grade 1	}						
Administrative Service Officer Class 6	}	635	178	41	53	36	3
Computer Systems Officer Grade 2	}		28.0%	6.5%	8.3%	5.7%	0.5%
Journalist Grade A	}						
Librarian Grade 3	}						
Senior Research Officer Grade 2	}						
Administrative Service Officer Class 7	}	257	61	11	21	18	..
Computer Systems Officer Grade 3	}		23.7%	4.3%	8.2%	7.0%	..
Principal Research Officer	}						
Administrative Service Officer Class 8	}	137	14	10	4	6	..
Computer Systems Officer Grade 4	}		10.2%	7.3%	2.9%	4.4%	..
Computer Systems Officer Grade 5	}						
Journalist Grade A4	}						
Librarian Grade 4	}						
Senior Executive Service	}	37	3	2	..	3	..
Australian Statistician	}		8.1%	5.4%	..	8.1%	..
Total		3 744	1 709	265	325	245	15
			45.6%	7.1%	8.7%	6.5%	0.4%

Note: EEO target groups are not mutually exclusive and any individual officer may be included in more than one group.

Key: NESB1 - People with non-English speaking backgrounds, first generation
 NESB2 - People with non-English speaking backgrounds, second generation
 PWD - People with disabilities
 ATSI - Aboriginals and Torres Strait Islanders

Despite about a 3% drop in staff overall, EEO target groups have marginally increased their percentages of total staff.

Women now represent 45.6% (44.7% at 30 June 1988), but are still concentrated in the lower levels, even though there has been improved representation in the senior levels.

People from non-English speaking backgrounds, first (NESB1) and second (NESB2) generation, now represent 15.8% of all staff. This is an increase of over 2%. These staff are well represented at all levels of the structure, including the SES.

People with disabilities are also spread through all the classification levels and represent 6.5% of all ABS staff.

Aboriginals and Torres Strait Islanders have significantly increased in numbers. Last year there were 10 staff in this category and this year there are 15. Overall this is the result of an active recruiting campaign for this target group.

EEO-related grievances

The ABS had 2 EEO-related grievances during 1988-89. Both related to staff selection procedures and were handled internally.

Special issues

The implementation of new office structures under the second tier wage agreement has offered an opportunity to accelerate EEO initiatives in the ABS. In conjunction with a comprehensive program of work design, training in interpersonal skills (for example in assertion, negotiation and conflict resolution) was made available to all staff. Women in text production and data entry pools (many of whom are from non-English speaking backgrounds) have been targeted for special attention.

A strategy for moving women from data entry pools (approximately 125 women) into clerical areas is being developed jointly with unions. It will entail training in clerical skills and career path planning in addition to interpersonal skills. It is envisaged that all data entry pools will be disbanded, based on the jointly agreed strategy, by December 1989.

Major priorities for 1988-89

The major priorities for 1988-89 were:

- Review of the ABS EEO program.
- Integration of EEO into implementation of new office structures.
- Increased participation of women in management development programs.
- To increase the number of Aboriginals permanently employed in the ABS and to help them compete successfully for promotion.
- Support for staff with disabilities and staff from non-English speaking backgrounds.

Monitoring and evaluation

A workshop attended by EEO coordinators from all ABS Offices was held in Canberra in October 1988. A system of quarterly EEO management reports for all State Offices was implemented in December 1988. These reports are assessed in State Offices by Directors responsible for personnel management before being sent to Central Office for aggregation.

Significant achievements in 1988-89

Following the EEO coordinators' workshop in October 1988, there has been a change in emphasis in forward planning for EEO in the ABS. A more strategic approach has been adopted to obtain optimum usage of national resources.

Nearly all women in text production pools (approximately 120) have been moved into clerical areas. Multiskilling aimed at achieving less than 50% keying in any one day has been undertaken. This will be reinforced as each area receiving staff goes through the work design process. By July 1989, all text production pools will be disbanded.

There has been a marked increase in the participation of women in the ABS national advanced management program. In 1987-88, women accounted for 5% of participants in the program, whereas in 1988-89 women accounted for 18%.

There has been an increase in the number of Aboriginals employed in the ABS. Two of the new recruits are studying under the block release program, which provides for them to take "blocks" of time to attend external training.

Special equipment has been acquired for visually and hearing impaired staff in 4 Offices. In addition, Central Office has 2 hearing loops designed to help hearing impaired staff in interviews and training courses. These are transportable and have been used in State Offices as well as Central Office. Funds for such equipment are now provided by the ABS.

There has been a continuation of studies assistance for staff from non-English speaking backgrounds to enhance their English communication skills.

Priorities for 1989-90

The priorities for 1989-90 are:

- Thorough review of the EEO plan and development of practical and attainable actions.
- Implementation of strategies to increase EEO awareness and practice throughout the ABS.
- Implementation of a strategy (known as the "fair-go" strategy) developed at the EEO coordinators' workshop to ensure equity for all staff.
- Maintenance and, if possible, further development of training programs for EEO target group staff.

Further information

Further information on the ABS EEO program can be obtained from the EEO coordinator located in the Personnel Policy and Health Section, Australian Bureau of Statistics, P.O. Box 10, Belconnen, ACT 2616.

Appendix 9 FREEDOM OF INFORMATION STATEMENT

As required by section 8 of the *Freedom of Information Act 1982*, the following statement is given about the structure of the ABS and how members of the public can gain access to information held by it.

ABS establishment, organisation and functions

See pages 21 to 25 of this Report.

Powers

The decision making powers of the ABS and other powers associated with the discharge of its functions affecting members of the public are: the power to collect statistics including the power to appoint agents, to ask or require persons to provide information, and to enter into premises other than private accommodation for the purpose of collecting statistics; the power to initiate prosecutions against persons failing to supply information; and the power to publish statistics and release information.

Consultative arrangements

See the references to the Australian Statistics Advisory Council (ASAC) and the annual Conference of Statisticians on pages 22 and 23 of this Report.

Categories of documents

Documents open to public access upon payment of a fee – the ABS does not hold these types of document.

Documents available for purchase or customarily available free of charge – see pages 36 to 40 of this Report.

Other documents –

Government and Parliament: various policy-related documents; ministerial briefings; ministerial correspondence; replies to parliamentary questions; and tabling documents.

Conferences etc: agenda papers, submissions, and records of proceedings of internal and external conferences, management meetings, workshops etc.

Statistical and statistical service projects: research, development and evaluation papers; records of consultations with suppliers and users of data; statistical classifications; lists of businesses etc; maps; data collection, processing and publication manuals and instructions; mailing lists; statistical returns; and statistical data holdings.

Administration and management: work program and planning documents; finance, staff and establishment papers and manuals; personnel files; files relating to recruitment, selection and promotion of staff; staff development and training papers; office services documents; and tenders.

Privacy: a record of the extent and nature of the ABS's holdings of personal information, in keeping with the provisions of the *Privacy Act 1988*.

General: correspondence, papers etc filed by subject; manuals on more general subjects; reviews and administrative circulars.

Where to get information

The ABS offers an initial contact point, for all requests for access to documents and information, by means of a central information service located within an Information Services Section in each of the ABS Central and regional offices, as listed below:

Australian Capital Territory (Central Office)

Telephone: (062) 52 6627
Mail: PO Box 10, Belconnen ACT 2616
Counter: ABS Bookshop, 3rd Floor (3a Level), Unit 5, Cameron Offices, Chandler Street, Belconnen

New South Wales

Telephone: (02) 268 4611
Mail: GPO Box 796, Sydney NSW 2001
Counter: 3rd Floor, St Andrew's House, Corner Kent and Bathurst Streets, Sydney

Victoria

Telephone: (03) 615 7000
Mail: GPO Box 2796Y, Melbourne VIC 3001
Counter: Level 5, North Tower, Rialto, 525 Collins Street, Melbourne

Queensland

Telephone: (07) 222 6351
Mail: GPO Box 9817, Brisbane QLD 4001
Counter: 20th Floor, 313 Adelaide Street, Brisbane

Western Australia

Telephone: (09) 323 5140
Mail: GPO Box K881, Perth WA 6001
Counter: Level 1, Hyatt Centre, 30 Terrace Road, Perth

South Australia

Telephone: (08) 237 7100
Mail: GPO Box 2272, Adelaide SA 5001
Counter: Ground Floor, 41 Currie Street, Adelaide

Tasmania

Telephone: (002) 20 5800
Mail: GPO Box 66A, Hobart TAS 7001
Counter: 1st Floor, 175 Collins Street, Hobart

Northern Territory

Telephone: (089) 81 3456
Mail: GPO Box 3796, Darwin NT 0801
Counter: 6th Floor, MLC Building, 81 Smith Street, Darwin

Freedom of information inquiries

All inquiries concerning access to documents under the *Freedom of Information Act 1982* may be directed on weekdays, between 8.30 am and 4.30 pm to the First Assistant Statistician, Coordination and Management Division, Australian Bureau of Statistics, Room 4a608, Cameron Offices, Chandler Street, Belconnen, ACT 2617, telephone (062) 52 6052.

Freedom of Information Act 1982 – ABS activities during 1988–89

Facilitating access to available statistical information, subject to the confidentiality provisions of the *Census and Statistics Act 1905*, is a major function of the ABS and application of the provisions of the *Freedom of Information (FOI) Act 1982* within the ABS needs to be viewed against that background. The following table provides details of FOI activities during the years 1984–85 to 1988–89 inclusive.

FOI ACTIVITIES, 1984-85 TO 1988-89

	1984-85	1985-86	1986-87	1987-88	1988-89
	Number				
Requests received -					
For statistical information	15	15	9	1	1
For personal papers	9	3	3	..	1
For administrative documents	5	5	6	1	5
<i>Total</i>	29	23	18	2	7
Decisions made -					
Access granted in full	14	7	9	1	2
Access granted in part	7	7	5	1	1
Request transferred to another agency	2	2	..	..	..
Request withdrawn	2	3	3	..	3
Access refused (a)	3	1	1	..	..
Documents not in existence	..	1	..	..	..
<i>Total</i>	28	21	18	2	6
Decisions outstanding at end of year	1	3	..	..	1
Review of decisions by principal officer -					
Decision upheld	1	2	..	..	..
<i>Total</i>	1	2	..	..	..
Appeals to Administrative Appeals Tribunal -					
Appeal disallowed	..	1	..	..	..
<i>Total</i>	..	1	..	..	..

(a) In accordance with the provisions of sections 38, 40, 41, 42, 43 and 45 of the *Freedom of Information Act 1982*

All of the requests were responded to within the statutory time limit. In 1988-89 the average time taken to respond was 23 days and a total of \$468.40 was collected in fees and charges.

Comprehensive information on the Act has been supplied to all ABS staff. Responsibility for matters relating to the operation of the *Freedom of Information Act 1982* within the ABS is exercised by the Coordination and Management Division in Canberra, and authority for decision-making under the Act has been delegated to the First Assistant Statistician (a Senior Executive, Level 4) in charge of that Division. Officers of the Division have continued to attend regular meetings of the FOI Practitioners' Forum and training courses run by the Attorney-General's Department.

Implementing the provisions of the *Freedom of Information Act 1982* during 1988-89 required less than one staff year of effort.

Appendix 10 ACTION TAKEN ON SHORTCOMINGS REPORTED BY THE AUDITOR-GENERAL

The action indicated below was taken in 1988-89 in response to shortcomings in financial or administrative matters in the ABS reported by the Auditor-General.

<i>Shortcoming identified</i>	<i>ABS response</i>	<i>Subsequent action taken by ABS</i>
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FROM AUDITOR-GENERAL'S REPORT, MARCH 1988 -

Lack of consolidated evaluation documentation for review of achievement of systems objectives for the Integrated Register Information System (IRIS).

Number of review activities undertaken. Job redesign pilot tests instituted. Performance indicators under development.

The system has been evaluated by the Principal Advisor, Economic Statistics, and as a result a number of recommendations were made to improve the service provided. IRIS was included in an early job design pilot test, which also made some useful recommendations. Performance indicators for the project have been developed and more frequent meetings of the user group have been held.

FROM AUDITOR-GENERAL'S REPORT, APRIL 1989 -

ABS Victorian Office: Deficiencies in instructions and procedures for the sale of publications, the checking of invoices, stock control and certain authorisations.

Written procedural instructions on the sale of publications were in preparation; checking of prices recorded on invoices and a requirement for discounts to be authorised had been introduced; stock control procedures were being tightened.

Formal procedural instructions have been adopted and are in use; checking of prices and authorising of discounts, spoiled/cancelled receipts and complimentary issues continue; all stock is now stored in secure locations and stock control system errors have been corrected.

*Shortcoming identified**ABS response**Subsequent action taken by ABS*

Classification and storage of commercially and personally sensitive information.

Consideration would be given to implementing the proposed classifications when the Attorney-General's Department has completed the revision of the Commonwealth Protective Security Manual. The Audit Office was advised that as the Bureau considers all ABS information to be classified by virtue of the *Census and Statistics Act 1905*, it has extensive guidelines and directives governing the release of commercially and personally sensitive information.

Adoption of the proposed classification and storage guidelines awaits publication of the revised Commonwealth Protective Security Manual.

Building security, Hobart Office and other ABS State and Territory Offices.

A major security upgrade program had begun but was unable to be completed until more funds and resources were available.

Within the constraints of its Budget the ABS will comply with the requirements of the revised Protective Security Manual on a priority basis.

Appendix 11 DOCUMENTS TABLED IN PARLIAMENT, 1988-89

Introduction

Sub-section 6(3) of the *Australian Bureau of Statistics Act 1975* provides that

each new proposal for the collection of information for statistical purposes by the Bureau shall be laid before both Houses of the Parliament before its implementation, unless the proposal is for the collection of information on a voluntary basis.

Since 1976-77, each annual report of the ABS has listed the new proposals for statistical collections which, pursuant to this provision, had been tabled in both Houses of the Parliament in the course of the reporting year.

The number of proposals tabled by the ABS has varied from year to year depending on the number of new collections conducted, but has usually been less than 20. This year they number 81. The main reason for the increase is that during 1988-89 the ABS tabled a large number of collections, including 45 on 29 September 1988, which were proposed and initially implemented before the commencement of the *Australian Bureau of Statistics Act 1975*. The reasons why the ABS did this, and the background to the decision, are provided below.

Background

There is no definition in the Act of the phrase "each new proposal". Issues which need to be considered are whether changes to existing collections or the reintroduction of previously conducted collections should or should not be tabled.

To ensure that the requirements of the ABS Act were met the ABS moved to put in place guidelines and procedures for the tabling of proposals prior to the Act being proclaimed. The principles underlying those guidelines were approved by the Treasurer, then the Hon. P. Lynch, M.P. At no stage in the development of the guidelines or up until the last 12 months has the view been put to the Bureau that Parliament intended, when the *Australian Bureau of Statistics Act 1975* was proclaimed, that all of the ongoing collections of the Bureau should be tabled before being repeated.

As set out in the ABS Parliamentary Liaison Procedures Manual, collections in the following categories are considered for tabling:

- Completely new statistical collections.
- Current collections in which any change leads to:
 - increased reporting burden as a result of asking more questions, and/or asking them of more informants; or
 - the raising of matters which may be considered intrusive by the community.

- Previous collections where the scope and/or nature of the collection has been changed significantly or where the collection has not been carried out over the last 10 years.

These guidelines, in essence, have been followed since the *Australian Bureau of Statistics Act 1975* was proclaimed.

Rationale for ABS position

In the course of debate on the *Australian Bureau of Statistics Bill 1975*, the then Opposition were successful in securing an amendment which resulted in the inclusion in the Act of section 6(3), the section relating to the tabling of new proposals. On 3 June 1975 in the House of Representatives, in commenting on an amendment put forward by the Hon. L.F. Bowen (Special Minister of State), which was subsequently accepted, Mr E.L. Robinson (Lib., Qld) made the following points

There is to be a tremendously increased number of surveys which it is accepted will be in the national interest ... We originally moved an amendment that all new surveys should be placed before Parliament. The amendment now proposed by the Government is acceptable to us. It is a compromise. As the Special Minister of State (Mr Lionel Bowen) says any new initiatives will come before the Parliament unless they are for the collection of information on a voluntary basis (*H of R Hansard*, p. 3241, emphasis added).

On 30 April 1976, just before the *Australian Bureau of Statistics Act 1975* was proclaimed, the Treasurer (the Hon. P.R. Lynch, M.P.) agreed to a recommendation by the Acting Commonwealth Statistician (Mr D.V. Youngman) that

a "new proposal" be taken to include all completely new statistical collections and any changes to current ongoing collections where the addition or change represents a significant increase in the statistical load on informants or could be thought of as an intrusion into areas of individual privacy.

In the First ABS Annual Report submitted to the Treasurer for presentation to Parliament on 1 October 1976, the Australian Statistician (Mr R.W. Cole) noted that

The ABS, by its nature, is largely preoccupied with ongoing programs and projects ... All proposals to undertake new statistical collections, other than voluntary collections, must now be tabled in each House of Parliament ... (pp. 3, 10, emphasis in original).

In response to a request of 18 September 1978 from the Australian Statistician for advice on the meaning of section 6(3) of the *Australian Bureau of Statistics Act 1975*, the Attorney-General's Department advised the Statistician on 16 October 1978 that

A "proposal" is defined in the Concise Oxford Dictionary to mean a scheme of action which is "put forward for consideration". A new proposal is, then, a scheme of action not previously put forward for consideration. The continued collection of information ... which had been regularly collected before the Proclamation of the ABS Act 1975 ... is not in my

view a new proposal for the purposes of section 6(3). Nice questions could arise where prior to 3 May 1976 information was collected irregularly or spasmodically, but these cases can be considered on their facts as they arise.

In 1981, the *Census and Statistics Amendment Act (No. 2)* incorporated – section 9(1) – a provision which, as outlined in the Explanatory Memorandum on the Bill

will enable a single comprehensive schedule of matters on which statistics may be collected to be specified in Regulations ... This authorising provision is in keeping with the functions of the ABS as set out in the *Australian Bureau of Statistics Act 1975*. That Act also requires that the Parliament be informed of each new proposal for the collection of information for statistical purposes by the Bureau unless the collection is to be on a voluntary basis.

In response to a request of 3 August 1988 from the Australian Statistician seeking advice whether the Household Expenditure Survey 1988–89 was a "new proposal" within the meaning of subsection 6(3) of the *Australian Bureau of Statistics Act 1975*, the Secretary of the Attorney-General's Department (Mr P. Brazil) advised on 11 August that

The second alternative ... is that the various Surveys have been implemented pursuant to a single 'proposal' for an ongoing program formulated prior to the commencement of subsection 6(3) of the ABS Act ... You have supplied material covering the gap between 1976 and 1984, including statements made in Parliament and in official reports, which indicate that particular Household Expenditure Surveys were regarded as implementing a single proposal for an ongoing program ... Accordingly if the 1988–89 Survey is of the nature you have described, tabling under section 6(3) of the ABS Act was not required prior to implementation of that Survey. It follows from the above that the tabling that took place in 1983 for the 1984 Survey may well have been legally unnecessary ...

Another point of view

The interpretation of section 6(3) of the *Australian Bureau of Statistics Act 1975* which had been accepted without challenge for 12 years was brought into question with the release on 12 August 1988 of an opinion which had been given to the Clerk of the Senate by Professor Douglas J. Whalan of the Faculty of Law at the Australian National University. This opinion was provided in the context of challenges which had been made about the legal status of the 1988–89 Household Expenditure Survey, which had not been tabled in Parliament before its commencement. Professor Whalan took the view that

every collection after the coming into force of the Act had to comply with the Act. By definition it must be a "new proposal" within the terms of section 6(3) and had to comply with the Act's provisions.

In his opinion Professor Whalan made no reference to the debates in Parliament on the Australian Bureau of Statistics Bill 1975. He was of course unaware of the existence of the 1976 minute from the Acting Commonwealth Statistician to Mr Lynch, and the 1978 advice from the Attorney-General's Department, both mentioned above. He appears not to have known of the reference to section 6(3) of the *Australian Bureau of Statistics Act 1975* in the Explanatory Memorandum to the *Census and Statistics Amendment Bill 1981*, also mentioned above, because he stated in his opinion that

... the ABS Act is the later of the two Acts [i.e. later than the Census and Statistics Act] and every endeavour would be made by a Court not to negate what the later Act sets out to do. In this case, among other things, the ABS Act aims to ensure that the Parliament is informed before statistical collections occur [para 37].

In arguing for a new interpretation of the meaning of "new proposal" in section 6(3) of the ABS Act, Professor Whalan stated that

I test the proposition that all pre-1975 collections can be validly used by ABS as triggers for a 1988 collection and that there is thus no need for compliance with the provisions of section 6(3) (for example) which provides that a collection must be voluntary in the absence of tabling. This would mean that, if the ABS could discover a survey that was conducted in, say, 1907 (or whenever statistics began to be collected under the *Census and Statistics Act 1905*), a similar survey could be conducted in 1988 without having to comply with the provisions of the 1975 Act. I suggest that such a result might surprise the legislators of 1975.

The proposition that Professor Whalan was "testing" had never been advanced. The 1978 and the 1988 advices given by the Attorney-General's Department to the ABS - mentioned above - show that the Department never suggested or implied that the conduct of an isolated survey at some time before 1975 could be relied upon as a "trigger" for a subsequent similar survey by the ABS.

In a further opinion provided to the Clerk of the Senate on 17 August 1988, an officer of the Department of the Senate claimed that

It is argued by the ABS and the Attorney-General's Department that, in effect "a new proposal" is one for a collection which has never before been implemented in the history of the collection of federal statistics in Australia ... As Professor Whalan has noted, the ABS could lawfully resuscitate any defunct proposal since 1905 and implement it compulsorily. Alternatively the ABS could develop any number of remarkable new proposals for collections of the most intrusive kind, implement them briefly as voluntary surveys, discontinue them and then at a later date resuscitate them. In the view of the Attorney-General's Department they would not be "new" proposals. They would not legally require tabling in Parliament prior to their intrusive implementation. Such a view of the law, which does violence to the intention of Parliament and the rights of individuals, is, in my view, entirely unacceptable, and a court could not countenance it. It is time the requirements of the law took precedence to the requirements of policy, convenience and expediency in this matter.

The interpretation of the law attributed to the ABS and the Attorney-General's Department in this extract is entirely inaccurate. Those views have never been held either by the statutory authority which is charged with the administration of statistics legislation or by the Department upon whose legal advice the Government and the Parliament expect it to rely. Moreover, they were put forward without consultation with the ABS, and presumably without knowledge of the terms of the Attorney-General's Department advice quoted above (particularly the 1988 advice which had been released by the Statistician on 12 August 1988).

The Attorney-General's Department saw Professor Whalan's opinion after it had given its advice, and saw no reason to change its views.

The point of concern

The Statistician considered that the legal arguments about the interpretation of section 6(3) of the ABS Act which had been mounted by Professor Whalan and others raised the possibility of undesirable legal and administrative consequences, both in the short and the longer term, for many continuing ABS collections which had been conducted before the *Australian Bureau of Statistics Act 1975* was proclaimed, were still being conducted and which had not been tabled (including the 1988-89 Household Expenditure Survey); indeed they constitute a significant portion of ABS activities.

Around this period, the Commonwealth Ombudsman had been asked to intervene in the conduct of the 1988-89 Household Expenditure Survey. While declining to intervene, the Ombudsman observed in a letter of 15 September 1988 that

the ABS has developed sensible guidelines for situations where tabling is desirable even if not perhaps mandatory ...

In his letter, the Ombudsman also expressed the view that he could see no harm that might result from tabling the Household Expenditure Survey. As the Household Expenditure Survey was an important survey, the Ombudsman thought that

it would accord with the spirit of the ABS Act to table the 1988 HES proposal forthwith for the information of the Parliament.

Having regard to the possibly serious implications of accepting these risks of legal challenges and their administrative consequences, the Australian Statistician advised the Secretary of the Attorney-General's Department on 19 September that

In order to minimise the possibility of legal proceedings and, depending on the outcome, the risk of disruption to the activities of the ABS, I believe that the preferable course would be to table proposals for the continuation of all collections of information for statistical purposes which are currently being implemented by the Bureau and which have not been, or may not have been, the subject of a relevant tabled proposal ... In the case of pre-1976 statistical collections which are not at present being administered, tabling would be effected before the next collection.

In explaining this proposal, the Statistician indicated that he accepted the correctness of the Attorney-General's Department's interpretation of section 6(3) of the *Australian Bureau of Statistics Act 1975*, and sought the Department's comments on his proposed course of action.

On 21 September the Secretary of the Attorney-General's Department advised that he had no objection to the Statistician's proposed course.

Against this background, and bearing in mind the desirability of exercising an "abundance of caution", 45 new proposals for the collection, or for the continuation of the collection, of information for statistical purposes were tabled for the information of the Parliament on 29 September 1988. All of these new proposals related to collections which were proposed and initially implemented before the commencement of the *Australian Bureau of Statistics Act 1975*, and which, in September 1988, were either currently being implemented or soon to be implemented. Other pre-1976 statistical collections which were not being administered at that date were tabled later in the year before the collections were next undertaken.

Proposals for collection of statistical information

In accordance with section 6 of the *Australian Bureau of Statistics Act 1975*, the following proposals for collection of additional information for statistical purposes were tabled in both Houses of Parliament during 1988-89.

<i>Date tabled (a)</i>	<i>Statistical collection (b)</i>
24 August 1988	Survey of manufacturing technology.
31 August 1988	Survey of attendance at educational institutions. Agricultural finance survey. Survey of new capital expenditure. Survey of motor vehicle use. Research and development statistics.
27 September 1988	Survey of bicycle usage and safety, New South Wales. Survey of part-time employment, Victoria and Queensland. Survey of housing preferences and intentions, Western Australia. Survey of community and volunteer work, South Australia. Survey of participation in post-secondary education, Northern Territory. Survey of superannuation. Monthly collection of statistics on materials used in mining operations.
29 September 1988	Quarterly and annual surveys of expenditure by public financial enterprises on fixed assets. Quarterly survey of international shipping operations. Survey of international airline operations. Survey of principal transport enterprises. Survey of foreign investment. Consumer price index. Monthly collection of prices of materials used in the construction of buildings. Monthly collection of export prices. Monthly collection of prices of articles produced by manufacturing industry. Monthly collection of prices of materials used by manufacturing industry.

(a) If the proposal was tabled on different dates in the 2 Houses of Parliament, the earlier of the 2 dates is shown. (b) Unless otherwise indicated by the title, the statistical collection is a national project.

29 September 1988

Monthly survey of housing finance for owner occupation.
Quarterly survey of government financial transactions.
Survey of building activity.
Survey of interstate road freight movement.
Census of mining establishments and enterprises.
Mineral and petroleum exploration.
Census of sand, gravel and quarry production, Queensland.
Census of manufacturers' stocks of selected commodities.
Survey of sales and stocks of new agricultural machinery.
Surveys of monthly and quarterly manufacturing production.
Survey of sales of new construction machinery and selected attachments.
Survey of sales and stocks of new tractors.
Survey of forest products, Tasmania.
South Australian timber statistics.
Census of Queensland slaughterhouses.
Interstate exports, Tasmania.
Sales of Australian wine by winemakers.
Retail business survey.
Census of manufacturing establishments and enterprises.
Survey of interest and royalties.
Survey of new capital expenditure.
Survey of stocks and sales.
Survey of metallurgical refining, Tasmania.
Interstate trade, Western Australia.
Survey of tourist accommodation.
Labour force survey.
Survey of job vacancies and overtime.
Household expenditure survey.
Census of health and welfare establishments, Queensland.
Collection of statistics on industrial disputes.
Agricultural census.
Monthly collection of statistics on apples and pears in cool stores.
Census of livestock slaughtering establishments.
Wool brokers and dealers receivals and stocks collection.
Survey of business registrations.

19 October 1988

Census of commercial and other private sector child care centres.
Survey of labour force experience.
Survey of labour mobility.
Survey of educational attainment.
Update of ABS register of businesses.
Quarterly collection of statistics on shipping and cargo movements.

(a) If the proposal was tabled on different dates in the 2 Houses of Parliament, the earlier of the 2 dates is shown. (b) Unless otherwise indicated by the title, the statistical collection is a national project.

<i>Date tabled (a)</i>	<i>Statistical collection (b)</i>
2 November 1988	Extension of quarterly survey of balance sheet information.
22 November 1988	Quarterly survey of sales of Tasmanian hardwood timber. Survey of how workers get their training. Survey of career paths of tradespersons. Survey of career paths of nurses.
28 February 1989	Survey of persons employed at home. Survey of textile, clothing and footwear manufacturers. Survey of employer training expenditure. Survey of transition from education to work. Survey of annual and long service leave taken.
8 March 1989	Construction industry surveys.
4 April 1989	Trade union census.
12 April 1989	Victorian social survey.
3 May 1989	Survey of weekly earnings of employees. Survey of employment benefits.
10 May 1989	National health survey.
29 May 1989	Retail commodity survey.

(a) If the proposal was tabled on different dates in the 2 Houses of Parliament, the earlier of the 2 dates is shown. (b) Unless otherwise indicated by the title, the statistical collection is a national project.

Disclosure of lists of names and addresses

In accordance with clause 6 of the Determination (Statutory Rules 1983 No. 19) made under section 13 of the *Census and Statistics Act 1905*, details of the following disclosures of lists of names, addresses and other information to the specified department or authority were tabled in both Houses of Parliament in 1988-89.

<i>Date tabled (a)</i>	<i>Information released</i>
28 November 1988	Names and addresses of businesses, to Industries Assistance Commission.
3 March 1989	Names and addresses of agricultural establishments, to Australian Meat and Livestock Corporation.
4 April 1989	Names and addresses of Victorian State public sector agencies, to Department of Management and Budget, Victoria.
12 April 1989	Names and addresses of agricultural establishments, to Australian Bureau of Agricultural and Resource Economics.
2 May 1989	Names and addresses of businesses or organisations, to Accident Compensation Commission, Victoria.
26 May 1989	Names and addresses of establishments, to Department of Industrial Relations.

(a) If the proposal was tabled on different dates in the 2 Houses of Parliament, the earlier of the 2 dates is shown.

Appendix 12 EXTERNAL CONSULTANTS, 1988-89

	Expenditure
	\$
PUBLIC RELATIONS, PUBLICATIONS AND MARKETING	
<i>Consultants are used to supply specialist services, such as video production, researching, writing and designing promotional material and media liaison and awareness training, that cannot be supported on a full time basis by the ABS.</i>	
Australsoft Holdings Pty Ltd	
· Distribution of CDATE86	(a)
Capital Public Affairs Consultants	
· Provision of editorial services	28 515
· Provision of public relations services	10 827
Communication Research Institute of Australia	
· Development of ABS forms design strategy	6 315
Co-Communication Pty Ltd	
· Development of public relations and marketing strategy for statistical services	9 795
· Promotion of ABS Information Consultancy Services	7 920
Computelec Data Systems Pty Ltd	
· Distribution of CDATE86	(a)
Cosgrave Holt Pty Ltd	
· Promotion of 1987-88 Agricultural Finance Survey	16 865
Corporate Workgroup Pty Ltd	
· Distribution of CDATE86	(a)
Film Australia	
· Production of video 'This is ABS'	14 500
Harris Technology	
· Distribution of CDATE86	(a)
John Walker and Associates Pty Ltd	
· Promotion of Year Book Australia 1988	2 500
Melbourne Consultancy Group	
· Assessment of market for the ABS publication 'The Weekly'	10 450

(a) There was no expenditure from ABS appropriations associated with these consultancies. The firms concerned retained commissions from the proceeds of the CDATE86 sales which they generated.

	Expenditure
	\$
MGL Visual Communication	
· Graphic design work – New South Wales Office	2 932
Neilson, McCarthy, Macintosh and Parkes Pty Ltd	
· Promotion of 1988–89 Household Expenditure Survey	5 500
Professional Public Relations Canberra Pty Ltd	
· Evaluation of the effectiveness of the 'Statistics at Work in Commerce' Booklet	9 860
· Provision of editorial services for 'Statistics in Small Business' Booklet	4 182
· Provision of editorial services for 'Statistics for Schools' Booklet	2 434
· Public awareness campaign for 1988–89 Agricultural Census	19 749
Turnbull Fox Phillips	
· Public relations for 1989–90 Health Survey	9 900
TRAINING	
<i>Consultants are engaged to conduct training presentations for ABS staff where insufficient expertise exists within ABS to provide the training, and for presentation of sessions by experts in specialist fields.</i>	
Australian Institute of Management	
· Career Planning and Managing Change Workshops – Western Australian Office (b)	600
Chris Phillips	
· Facilitator for Work Design Workshop	1 075
Dorothy Outram	
· Effective Writing Workshops	1 920
Elizabeth Palmer	
· Effective Writing Workshops	2 500
Film Australia	
· Media Course	1 800
Gillian Groom	
· Occupational Health and Safety Awareness Needs – Tasmanian Office	195
Greg Wormald	
· COPE Counselling – South Australian Office	3 000
Harrison Market Research Pty Ltd	
· Qualitative Research Techniques Workshop	400

(b) Training associated with implementation of new office structures.

	<i>Expenditure</i>
	\$
Henry Price	
· Negotiation Skills Workshops	1 800
Huston Consulting Group	
· Participative Work Design Facilitation - Victorian Office	4 000
Integra Pty Ltd - Western Australian Office	
· Successful Interactions Course	2 000
· Developing People	950
· PMP Facilitation	2 000
John Porter	
· Personal Construct Psychology Seminar - South Australian Office	500
Judith Bowler and Associates	
· Women Development Program - New South Wales Office	2 445
· Facilitation Workshop - New South Wales Office	3 000
Leyland Pitt	
· Marketing Workshops - Western Australian Office	1 800
Noga Consulting	
· Facilitator for Advanced Management Program	7 500
· Facilitator for Senior Management Workshop - Western Australian Office	3 870
· Management Development Workshops - Victorian Office	16 440
Pappas, Carter, Evans and Koop	
· Total Quality Management Workshop - Victorian Office	1 650
Pat Bowles	
· Introduction to Public Sector Economics Workshop	800
Trish Williams	
· Working and Change - Western Australian Office (b)	2 100

OTHER GENERAL CONSULTANCIES

Consultants are used to provide expert advice and impartial review of ABS performance in specific areas of management and statistical operations.

Davidson and Axmith Pty Ltd	
· Outplacement counselling for ABS Officers	33 748

(b) Training associated with implementation of new office structures.

	<i>Expenditure</i>
	\$
E.W.W. Miller	
· Evaluation of possible future strategies in mainframe computing	5 150
Gillian Groom	
· Rehabilitation Management - Tasmanian Office	813
Freyr Pty Ltd	
· Advice on the future automation of the ABS Library Network	26 995
Jeff Sutton	
· Advice on National Uniform Crime Statistics	1 229
O&O Management Pty Ltd	
· Assistance in work design aspects of the implementation of the ABS FINANCE System	4 160
O&O Systems Pty Ltd	
· Development of ABS Finance System	169 095
Touche Ross Services Pty Ltd	
· Membership on ADP Acquisition Council	7 000
Vocational Rehabilitation	
· Provision of Ergonomist/Occupational Therapist Services - Victorian Office	9 246

Appendix 13 ABS ACTIVITIES IN RELATION TO PARTICULAR GROUPS IN THE COMMUNITY, SUCH AS WOMEN, ABORIGINAL PEOPLE AND PEOPLE OF NON-ENGLISH SPEAKING BACKGROUND

Statistics produced by the ABS, especially social and labour statistics (including results of 5 yearly censuses of population and housing), are relevant to development of Government policies and programs for particular groups in the community, such as women, Aboriginal people and people of non-English speaking background. Statistics are also relevant to evaluation of the effectiveness of the programs.

There are a number of mechanisms which provide for regular advice to the ABS about the interests of particular groups in the community in relation to the activities of the ABS. These include the Australian Statistics Advisory Council, user groups formed for the purpose of providing advice in regard to the development of specific areas of statistics, the ABS system of outposting officers to certain government departments whose functions involve the delivery of services to particular groups in the community, and other on-going contact maintained by the ABS with suppliers and users of statistics in various fields. Requirements for statistics to support enhancement of social justice are taken into account. (To assist in this, the ABS is preparing an access and equity plan.)

Statistics produced by the ABS contribute substantially to meeting the information needs of those persons and organisations (in both the public and private sectors) directly concerned with programs and policies affecting women. Statistics produced by the ABS which relate to people are normally shown separately for males and females. Gender is, in fact, the most common characteristic by which people are classified in statistical output.

Areas of concern in women's issues covered by ABS statistics include education, labour force participation and experience, earnings and hours worked, household income and expenditure, child care, families, time use and health. Data are also available for particular groups in the community such as Aboriginals, migrants and aged and disabled people and the people who care for them. Furthermore, ABS social statistics publications often include special analyses relating to women.

During 1988-89 the ABS released results of a national child care survey conducted in 1987 and a census of commercial and other private sector child care centres conducted in 1988-89.

The ABS will conduct, between October 1989 and September 1990, a national health survey. A separate questionnaire will seek information from women respondents to the health survey on a range of issues specific to women's health. Information obtained from the survey will assist health agencies and organisations in formulating and targeting health policies and programs, and monitoring their effectiveness.

The ABS has worked closely with the Office of the Status of Women on the development and maintenance of indicators to measure progress in the achievement of the objectives of the National Agenda for Women and on the development of relevant statistical collections.

An extensive range of outputs on the Aboriginal population has been made available from the 1986 census of population and housing. Tables of data on Aboriginal people have been included in all standard output from the census relating to small areas. Four separate series of tables providing statistics on Aboriginal people for different geographical levels have been produced on microfiche. As well, a set of tables providing a comprehensive range of statistics on the demographic and socio-economic characteristics of the Aboriginal population has been produced as a ready source of data for users. These outputs have been very well received by major users of statistics relating to Aboriginal people. In addition, at the national level, a publication *Census 86: The Aboriginal and Torres Strait Islander Population* (ABS Catalogue No. 2503.0) is expected to be released late in 1989. Several ABS State Offices are producing monographs on the characteristics of the Aboriginal populations of their States. Two of these have been released so far: *Aboriginals in Western Australia* (ABS Catalogue No. 4107.5) and *Aboriginals in South Australia* (ABS Catalogue No. 2201.4).

Experimental estimates of the fertility and child mortality of the Aboriginal population have been compiled by applying demographic techniques on 1986 population census data. The first report containing results of an analysis of Aboriginal infant and child mortality was published in December 1988 as an ABS occasional paper *Aboriginal Child Survival* (ABS Catalogue No. 4126.0).

Most State registrars of births and deaths now include Aboriginal identification questions on birth and death information forms. As a result of the introduction of these items, information on Aboriginal births and deaths (including cause of death) is progressively becoming available through the ABS demographic statistics processing system (DEMOSS). In conjunction with the Australian Institute of Health a formal evaluation of the coverage and quality of Aboriginal birth and death data is being undertaken. The results of the evaluation will determine what remedial action may be necessary to improve the recording and coding of Aboriginality and the release practices for the data.

ABS output makes a substantial contribution to the statistical needs of those persons and organisations directly concerned with programs and policies affecting migrants and people of non-English speaking background.

Early in 1989 the ABS published a major report entitled *Overseas Born Australians, 1988: A Statistical Profile* (ABS Catalogue No. 4112.0). This publication draws together data from a range of surveys carried out by the ABS, most of which have been published in aggregate form elsewhere. The report contains description, analysis and statistical tables covering topics regarding the life of overseas born Australians. Subjects covered include the demographic profile of migrants, their living arrangements, health, working life, education, income and housing.

Later in 1989 the ABS proposes to release a publication which will examine the multicultural aspects of Australian society, using data from the 1986 census of population and housing. The ABS NSW Office proposes to release a publication during 1989-90 on birthplace and ethnicity of the NSW population, using data from the 1986 census of population and housing.

The ABS's first marketing plan, developed early in 1989, specifies, as part of the 1989 work program for marketing, that the needs of government and community groups for statistics to support the development and maintenance of strategies to achieve access to government services for people of non-English speaking background, and equity in the delivery of government services to them, should be taken into account in the formulation of proposals for new ABS products.

The ABS provides assistance to survey respondents of non-English speaking background. For instance, people skilled in community languages are employed as interviewers in the ABS monthly population survey. The services of a specialist interpreter are obtained where required. Further, instructions for completing the diary used in the household expenditure survey conducted during 1988-89 were provided in the major community languages, and responses were accepted in languages other than English.

Appendix 14 PROFESSIONAL PAPERS BY ABS OFFICERS, 1988-89

Officers of the ABS prepared the following professional papers which were presented or published during 1988-89:

D. Allen: *The Uses of Technology and Sampling in the Australian Bureau of Statistics*. Presented to a seminar at the Darling Downs Institute of Advanced Education, Toowoomba, July 1988.

D. Allen: *Statistics for Use in Business Planning: How the ABS Can Help*. Presented to the Winter School of Management, James Cook University of North Queensland, Townsville, August 1988.

D. Allen: *Technological Developments in the Release of ABS Statistics*. Presented to the Annual Conference of the Local Government Accountants Association of Queensland, Brisbane, November 1988.

M.R.P. Anderson: *A Rural Fiscal Incidence Study: Preliminary Investigation of Farm Households*. Presented to a seminar for staff of the Australian Bureau of Agricultural and Resource Economics (ABARE), Canberra, December 1988.

C. Aspden: *Development of Multifactor Productivity Estimates for Australia*. Presented to EPAC seminar on productivity performance and its measurement, Canberra, December 1988.

R. Barnard: *The Australian Bureau of Statistics*. Presented to Second Year Students of the Social Work Department of the University of Queensland, Brisbane, August 1988.

P.A. Bell: *Designing Packages for Efficiency and Ease of Use Using the SAS MACRO Facility*. Presented to the Annual Conference of the SAS Users' Group of Australia, Sydney, October 1988.

D. Bennison: *Profiling of Large Enterprises*. Presented to the Third International Round Table on Business Survey Frames, Auckland, November 1988.

D. Bennison: *Computer Assisted Coding of Data Items on Business Survey Frames*. Presented to the Third International Round Table on Business Survey Frames, Auckland, November 1988.

I. Castles: *Australia in Profile: The Statistician's Report*. Presented to the Fourth National Conference of the Australian Population Association, Brisbane, August 1988.

C.Y. Choi, D.G. Steel and T.J. Skinner: *Adjusting the 1986 Australian Census Count for Under-Enumeration*. Published in *Survey Methodology*, Vol. 14, No. 2, December 1988.

B. Doyle: *ABS Tourism Data: Current Deficiencies and Future Developments*. Presented to the Winter School of Management, James Cook University of North Queensland, Townsville, August 1988.

P. Foley: *Micro-mainframe Connectivity*. Presented to the Eighth Annual Conference of the Fujitsu Users' Association of Australia, Melbourne, May 1989.

B. Green and L. Hodges: *Computer Assisted Coding - Developments for the 1991 Australian Population Census*. Presented to the Computer Assisted Coding Workshop, Christchurch, April 1989.

S. Jackson: *Improving Timeliness and Quality of Statistics*. Presented to a seminar for the Economic and Social Commission for Asia and the Pacific, Bangkok, December 1988.

S.K. Jain: *Trends and Projections of Fertility in Australia, 1971-2021*. Presented to the Fourth National Conference of the Australian Population Association, Brisbane, August 1988.

K. Kennedy: *Recent Developments in National Crime Statistics*. Presented to the National Workshop on Crime and the Elderly, Adelaide, June 1989.

S. Linacre and D. Trewin: *Evaluation of Errors and Appropriate Resource Allocation in Economic Collections*. Presented to the Fifth Annual Research Conference of the US Bureau of the Census, Washington DC, March 1989.

E.C. Maitland: *Technical Developments in the Release of ABS Statistics at the Local Government Area Level*. Presented to the Half Yearly Conference of the Institute of Municipal Management - North Queensland Branch, Cloncurry, June 1989.

S. Moore and N. Brown: *Measuring the Nation's Capital Stock*. Presented to the 1988 Australian Economics Congress, Canberra, August-September 1988.

J. Paice: *Australian Census of Population and Housing Confidentiality Issues*. Presented to the International Symposium on Low Cost Land Information Systems, Brisbane, September 1988.

P. Pentony: *Computer Assisted Coding*. Presented to ESCAP Working Group on Software Packages for Processing Census and Survey Data, Bangkok, November 1988.

B. Reardon: *Statistics for Success*. Presented to the Australian Road Transport Federation Convention, Gold Coast, September-October 1988.

R. Slater: *Developments in the Dissemination of ABS Statistics*. Presented to the Inaugural Social Research Conference, Brisbane, August-September 1988.

C. Starrs and G. Vaughan: *Class and Occupation: A Comment on Holton and Martin*. Published in Australian and New Zealand Journal of Sociology, Vol. 24, No. 2, July 1988.

C. Starrs and G. Vaughan: *Rendering to Cesa: On the Australian Standard Classification of Occupations - Reply to Cesa, Ian L. "Three Big Breakthroughs for Social Research"*. Published in Australian Journal of Social Issues, Vol. 23, No. 3, August 1988.

D.G. Steel: *Approaches to Small Area Estimation at the Australian Bureau of Statistics*. Presented to the National Centre for Health Statistics Symposium on Small Area Statistics, New Orleans, August 1988.

D.G. Steel and P.T. Boal: *Accessibility by Telephone in Australia: Implications for Telephone Surveys*. Published in the Journal of Official Statistics, Vol. 4, No. 4, 1988.

D.G. Steel and J. Poulton: *Geographic Estimates of Underenumeration*. Presented to a meeting of the American Statistical Association, New Orleans, August 1988.

J.H. Struik: *Business Register Developments*. Presented to the Third International Round Table on Business Survey Frames, Auckland, November 1988.

J.H. Struik: *Comparison of Computer Systems for Business Survey Frames*. Presented to the Third International Round Table on Business Survey Frames, Auckland, November 1988.

R. White: *Development of Income Surveys in the ABS*. Presented to the Inaugural Social Research Conference, Brisbane, August–September 1988.

J.F. Wilson: *Information for Business*. Presented to the Government and Business Seminar, Sydney, October 1988.

J.F. Wilson: *ABS Products and Information Services*. Presented to the ABS/Bond University Symposium, February 1989.

Appendix 15 HOUSEHOLD EXPENDITURE SURVEYS IN AUSTRALIA: A CHRONOLOGY

During 1988 and 1989, claims were made that the household expenditure survey being conducted by the ABS served no useful purpose, and was being carried out to satisfy the curiosity of statisticians. It was also suggested that the survey was significantly different from past household expenditure surveys, and was far more burdensome and intrusive. The following chronology demonstrates that these claims lacked substance. It details the development of household expenditure surveys in Australia, and shows that these surveys have been supported by a succession of Commonwealth Governments, as well as by State governments, expert committees of inquiry, employer bodies, trade unions, welfare organisations and research institutions.

1. 1910 - A household budget survey was conducted by the Commonwealth Bureau of Census and Statistics in 1910-11:

Data from a household budget survey, in which only 222 out of "approximately 1500" account books dispatched were returned, were subjected to exhaustive manipulation. Knibbs [the first Commonwealth Statistician] expressed his regret that only 9.4 per cent of the families who embarked on the exercise "persevered" throughout the twelve month period required. He compared Australians unfavourably with "the masses of the community" in the United States and Germany whose performance on similar projects had demonstrated their understanding that "sociological knowledge can contribute to national success" [Colin Forster and Cameron Hazlehurst, *Australian Statisticians and the Development of Official Statistics* (Canberra 1988), p. 55].

2. 1913 - Another survey was undertaken in November 1913, in which families were asked to fill in a detailed record of income and expenditure for a month:

Of 7000 sets of papers distributed, only 392 usable budgets were returned. Although the sample left much to be desired, the analysis was suggestive ... [Colin Forster and Cameron Hazlehurst, *op. cit.*, p. 55].

3. 1917 - A Royal Commission of Inquiry appointed by the Government of Western Australia to inquire into the cost of living in that State conducted an inquiry by means of household budgets. "An organiser was appointed for one month to tour the State, giving lectures and addresses in all the principal centres, and bringing the importance of the budgets before all classes." At the request of the Commission the Commonwealth Statistician, Mr G.H. Knibbs, prepared an analysis of the results for the Government of Western Australia. At that Government's request, the analysis was published in the Bureau's *Labour Report* No. 9.

4. 1920 - Results obtained from the household budget inquiry conducted by the Bureau in November 1913, and from a budget inquiry conducted in Hobart in August 1920 by Mr L.F. Giblin, Government Statist of Tasmania, were used by the Commonwealth Royal Commission into the Basic Wage. (*Report*, 1920, p. 11, 26 and *Supplementary Report*, 1921, p. 107, in Commonwealth Parliamentary Papers 1920-21, v. 4).
5. 1936 - The Conference of Statisticians of Australia reported to the Prime Minister and Premiers on 22 April 1936. The Conference resolved

That it is desirable that the Commonwealth Statistician should investigate the practicability of instituting a family budget inquiry at an early date [*Resolutions and Proceedings Retail Prices Indexes*, Resolution 14].

6. 1938 - The National Advisory Council on Nutrition commissioned a survey of domestic food budgets in 2565 households in five State capitals (Australia, Department of Health *National Advisory Council on Nutrition Reports 1936-38*).
7. 1939 - A Family Expenditure Enquiry was conducted in Queensland in 1939-40 by the Government Statistician (Dr Colin Clark). "It was decided to conduct [the Enquiry] for the following reasons:- (a) to check the weighting of the retail price index ...; (b) to form some idea of present-day conventional minimum standards of living of Queenslanders; (c) to estimate the burden on different sections of the community of customs, excise and other taxes; (d) to make possible the forecasting of demand for different commodities ...; (e) to further the study of nutritional problems. Families selected at random from electoral rolls were asked to co-operate by recording all their expenditure in specially prepared and itemised notebooks. Details for small items were recorded in full for each of four weeks equally spaced throughout 1939-40 to avoid seasonal bias. Expenditure on larger items was recorded in full for the whole year, and details returned each quarter .. Analyses of expenditure were made for each of 10 income groups and 23 family types" (*Queensland Year Book 1945*, p. 176).
8. 1942 - The *ILO Year Book of Labour Statistics 1941* (Montreal, 1942) included a table (Table XXI) showing the distribution of the expenditures of wage earner families according to the chief groups of expenditure, as derived from "family living studies" in the 1930s, for 30 countries including the United States, Canada, the United Kingdom, Japan and New Zealand.

9. 1944 - A Commonwealth-wide Food Consumption Survey was carried out in 1944 by the staff of the Australian Institute of Anatomy, Commonwealth Department of Health. "Information on food consumption was obtained through the co-operation of the housewife by means of the log-book or household dietary budget method ... " The information collected included total expenditure on food in addition to food consumption. A random sample of those to be invited to take part in the survey "was worked out in conjunction with the Department of Social Services, which agreed to furnish a list of recipients of the child endowment, in each of the towns surveyed". (*The Food Consumption and Dietary Levels in 2730 Australian Family Households in 1944*, Canberra 1945).
10. 1957 - The Family Expenditure Survey was commenced in the United Kingdom. It has been conducted continuously since 1957.
11. - The third edition of Dr Colin Clark's *Conditions of Economic Progress* reported the results of household expenditure studies in a large number of countries, including those from the official inquiry which had been carried out in Queensland in 1939-40 when Dr Clark was Government Statistician of Queensland.
12. 1964 - The Bureau of Agricultural Economics conducted a survey of 945 households in Sydney in the September quarter of 1964, the results of which were published in *Household Meat Consumption in Sydney* (1967). Information was also collected on expenditure on foods other than meat. The weekly expenditure of the surveyed households on 24 types of foodstuffs was shown for each of 8 ranges of gross household income.
13. 1966 - A university-sponsored national survey of household expenditures was commenced in 1966. The 1966-68 Survey of Consumer Expenditures and Finances was conducted under the direction of Professors N.T. Drane and H.R. Edwards of Macquarie University and Professor R.C. Gates of the University of Queensland. The Macquarie University Data Archive was set up to administer computer storage of and access to the data from the survey.
14. 1967 - The International Labour Office published *Household Income and Expenditure Statistics: No. 1, 1950-1964* which presented "the principal results of household income and expenditure surveys ... carried out between 1950 and 1964 in different countries of the world". The volume summarised the results of such surveys in over 60 countries.
15. - The Bureau of Agricultural Economics conducted a survey of 803 households in Melbourne in the September quarter of 1967, the results of which were published in *Household Meat Consumption in Melbourne* (1970). The survey was similar to that conducted in Sydney in 1964.

16. 1969 - In a paper presented to the Australian Institute of Political Science Summer School on 25 January 1969, the Minister for Social Security (Hon. W.C. Wentworth, M.P.) said that

I have, of course, followed with great interest the various poverty surveys which have been made in recent years by the University of Melbourne and by other bodies and individuals ... [*Poverty in Australia*, p. 1].

17. - In another paper presented to the School, reporting on the 1966 "Survey of Living Conditions in Melbourne", Professor R.F. Henderson said

The cost of a household food budget has not yet been measured in Australia by the Bureau of Census and Statistics. We did, however, arrange for diaries of food expenditure to be kept by a number of those who were included in our second survey ... [*Poverty in Australia*, p. 74].

18. - In a letter of 30 January 1969 to the Treasurer (Rt. Hon. William McMahon, M.P.), the Minister for Health (Hon. A.J. Forbes, M.P.) wrote:

Australian household surveys conducted broadly along the lines of the British surveys of this kind and designed to produce information in the welfare field on a continuing basis are highly desirable, and perhaps essential, for the determination of soundly based welfare policy and measures ... It is of great importance for effective work in the welfare field that a comprehensive survey of household incomes and expenditures be commenced in Australia.

19. - In April 1969 the Bureau received approval to conduct a feasibility study for a household expenditure survey. The major objectives of the feasibility study were to assess, by pilot testing, whether or not a full scale survey could be conducted in Australia, and to calculate estimates of the cost and accuracy of such a survey (ABS, *Household Expenditure Survey 1974-75 Bulletin 1, An Outline of Concepts, Methodology and Procedures*, p. 8).

20. - The Conference of Statisticians of Australia reported to the Prime Minister and Premiers on 31 October 1969. The Conference Proceedings noted that Conference had been

informed of the programme drawn up for the [Household Expenditure Survey] feasibility study, which covers the period from July 1969 to June 1970, and the progress which had been made in pilot testing an expenditure survey and noted the methodology which could be adopted. Conference welcomed the implementation of the feasibility study and noted that a comprehensive expenditure survey would provide valuable socio-economic information not obtainable by any other means.

21. 1971 - In a minute of 26 March 1971 to the Treasurer (Rt. Hon. B.M. Snedden, M.P.), the Acting Commonwealth Statistician (Mr J.P. O'Neill) said:

Modern household expenditure surveys are intended to serve a number of important purposes ... The absence of a household expenditure survey is considered to be a serious gap in official statistics, and I believe the project is one which should be ... followed through as soon as the necessary resources can be reasonably guaranteed. On present expectations, it is unlikely that the further necessary preparatory work can be taken up before June 1972.

22. - The Treasurer endorsed this minute "I greatly regret this" and asked that the Secretary to the Treasury (Sir Richard Randall) and Mr O'Neill discuss the matter with him.
23. - In answer to a question on notice, the Treasurer (Rt. Hon. B.M. Snedden, M.P.) said -

Many countries conduct official surveys of family or household incomes or expenditure, and it is understood that the results of such surveys are useful in connection with welfare policy and administration (H of R Hansard, 6 & 7 May 1971, p. 2890).

24. 1973 - On 19 March 1973 the Commonwealth Statistician (Mr O'Neill) sought approval for a full-scale household expenditure survey in Australia. Mr O'Neill repeated to the Treasurer (the Hon. Frank Crean) the views about the importance of the Household Expenditure Survey which he had earlier put to Mr Snedden. Mr O'Neill indicated that the Taxation Review Committee had "expressed the view that, whether or not results could be available in time for its use, decisions on its recommendations require that detailed results of family expenditure surveys should be available in this country".

25. - On 20 March 1973 the Treasurer (the Hon. Frank Crean) announced that he had authorised the Commonwealth Statistician to carry out a survey of household income and expenditure patterns. This survey will provide essential socio-economic data for the determination and administration of welfare and economic policies and a wide range of other important uses. Similar surveys are conducted in most other countries.

26. — In its evidence to the Commission of Inquiry into Poverty, the Australian Council of Social Service said:

There is currently a deplorable shortage of meaningful social statistics available in Australia ... The most serious lack for some time was the absence of any study of family income and expenditure. This we understand is now to be rectified. [*Poverty: the ACOSS Evidence*, Sydney, 1974, p. 42]

27. 1974 — On 18 June 1974, the Treasurer (the Hon. Frank Crean) announced that the ABS was about to begin a major sample survey of family expenditure. Mr Crean's statement detailed the main uses to which results of the survey would be put, and "appealed to households selected in the survey for their fullest co-operation in this important project designed to obtain data that will be of benefit to all Australians".

28. 1975 — In its *Report* (January 1975), the Taxation Review Committee chaired by the Hon. Mr Justice K.W. Asprey described as "lamentable" the fact that estimates essential to a general discussion of taxation policy could not be made from the data available in Australia. The Committee noted, however, that

The extensive sample survey of family income and expenditure now being conducted by the Australian Bureau of Statistics may begin, in a year or two, to give results in which greater confidence can be placed. Meanwhile the Committee can only argue from "best guesses" [p. 24].

29. — In debate on the *Australian Bureau of Statistics Bill 1975*, Mr R. Willis, M.P. (ALP, Vic) said:

... It has been a pleasure to note ... the adoption for the first time of a household expenditure survey. It was a glaring gap in our statistical repertoire ... Most other advanced countries had been conducting them for many years ... A survey such as this is a source of enormous information for a Government [H of R Hansard, 16 April 1975, p. 1707].

30. — In concluding the debate on the Bill, the Special Minister of State (the Hon. L.F. Bowen, M.P.) said:

... the honourable member for Griffith (Mr Donald Cameron) went to great lengths to say that he objected to ... the household expenditure survey ... I am not making criticisms of him, but he said himself that the survey was initiated by the previous Liberal-Country Party Government ... It was that Government's survey that this Government was carrying out ... It should not be thought that there is some political attitude involved when the Statistician wants to find out information ... [p. 1714].

31. - In the *First Main Report* of the Commission of Inquiry into Poverty (Professor R.F. Henderson, Chairman), the Commission explained that

An important aim of the Commission is to discover who are the poorest people and how best they can be assisted. So we want to rank all income units on a single scale ... But the results of the Survey on Household Income and Expenditure by the Australian Bureau of Statistics are not yet available. So it seems that the best data available on relative expenditure patterns are still those prepared by the Budget Standard Service of New York in 1954 [p. 12-13].

32. 1976 - In *Policies for Development of Manufacturing Industry: A Green Paper* (April 1976), the Committee to Advise on Policies for Development of Manufacturing Industry (Mr R.G. Jackson, Chairman) concluded its review of the adequacy of manufacturing industry statistics with the comment that

Finally, results of the Household Expenditure Survey for 1974-75 are keenly sought after by a wide range of users, including those in manufacturing. A relatively high priority for processing of the survey's data seems warranted (Vol II, p. 11).

33. - In a question upon notice Mr C. Hurford, M.P. (ALP, SA) said that "up-to-date information about current household expenditure and savings patterns (is) essential for the development of effective anti-inflationary policies". In response to Mr Hurford's question whether the 1976-77 survey had been "axed", the Treasurer (Hon. P.R. Lynch, M.P.) "in a spirit of utter candour" said that so many wide-ranging decisions had been taken he would have to check the record (H of R Hansard, 26 May 1976, p. 2465). The *Australian Financial Review* reported that the 1976-77 survey had in fact been scrapped (*AFR*, 27 May 1976, p. 4).

34. 1977 - In response to a question upon notice, the Treasurer (Rt. Hon. P.R. Lynch, M.P.) stated that "It is intended that pensioner households will continue to be adequately represented in future household expenditure surveys" (H of R Hansard, 15 February 1977, p. 74).

35. 1978 - In a minute of 1 February 1978 to the Treasurer (the Hon. J.W. Howard, M.P.), the Australian Statistician, Mr R.J. Cameron, said:

... I have excluded the (household expenditure) survey from these estimates, but draw that omission to your attention, in particular because of the effect on the CPI. In my judgement we will be able to do a patchwork job revising and updating the Index in the light of various sources of indirect information, but it will be far less satisfactory than if survey results were available. The need for updating will probably become urgent in about two years' time [quoted in H of R Hansard, 21 September 1978, p. 1295].

36. - In its *Annual Report* for 1977-78, submitted to the Treasurer (the Hon. J.W. Howard, M.P.) on 3 July 1978, the Australian Statistics Advisory Council (ASAC) stated that:

The Council considered that the deletion of the household expenditure survey from the ABS work program was particularly unfortunate because its omission would leave a major gap in statistical information required for government and business decision making, and for social and economic planning and research [p. 3].

37. - In debate on the *Appropriation Bill (No. 1) 1978*, Mr R. Willis (ALP, Vic) said -

The household income and expenditure survey is extremely important. It provides data for economic and social planning and for assessing the need for and the impact of housing, education, welfare and taxation policies. Also it is absolutely basic to have such surveys if one is to be able to adjust the regimen and the weighting of the consumer price index from time to time [H of R Hansard, 21 September 1978, p. 1294].

38. - In an editorial of 27 September 1978 ("Vandalising the Statistics") the *Australian Financial Review* said -

... Government-imposed cost restrictions have forced the bureau to abandon the survey of household income and expenditure for the forward estimates for the recent budget. The survey is needed to modify the ... weightings in the CPI ...

39. - In answer to a question on notice, the Treasurer (the Hon. J.W. Howard, M.P.) stated that "Plans for a household income and expenditure survey in respect of 1979-80 have been abandoned" [H of R Hansard, 10 October 1978, p. 1670].

40. 1979 - The International Labour Office published "Household Income and Expenditure Statistics No. 3, 1968-76", summarising results of household expenditure surveys in 87 countries between 1968 and 1976.

41. - In a question without notice in the House of Representatives on 29 March 1979 the Hon. L.F. Bowen, M.P. (ALP, NSW) said that a survey of household income and expenditure was "vital to any reasoned consideration of a total taxation policy" (H of R Hansard, p. 1288).

42. - The Report of the Senate Standing Committee on Social Welfare on Evaluation in Australian Health and Welfare Services (*Through a Glass Darkly*) was tabled on 3 May 1979 by the Committee's Chairman, Senator Peter Baume (Lib., NSW). In its unanimous Report the Committee noted that

... the Bureau no longer undertakes the household income and expenditure survey ... It provided valuable social planning information and, in fact, was the only effort at continuing any statistical work of the Henderson poverty inquiry. This Committee is concerned that the cost of not collecting such a valuable planning tool was inadequately investigated [p. 91].

43. - At the hearings of Senate Estimates Committee A on 7 May 1979 Senator McLaren (ALP, SA) sought information from the ABS on the increase in current resources which would be needed to maintain the household expenditure survey function. The estimate subsequently provided by the ABS assumed that the survey methodology employed would be similar to that for the surveys conducted in 1974-75 and 1975-76.

44. - The Prime Minister wrote to the Premiers on 12 November 1979, drawing their attention to the recommendations in the Report of the Committee chaired by Senator Baume (see 42 above), and asking them to nominate contact officers who could liaise with the Social Welfare Policy Secretariat on the data requirements and priorities of the States.

45. 1980 - In the course of debate in the Senate on 28 February 1980, the Minister for Social Security (Senator the Hon. Dame Margaret Guilfoyle) announced that

I have asked the Social Welfare Policy Secretariat to take up ... with the Australian Bureau of Statistics ... the ways in which we could use household expenditure survey data so that equivalence scales ... could be derived (Senate Hansard, 28 February 1980 p. 408-9).

46. - In a letter of 11 April 1980 to the Australian Statistician, the Secretary of the ACTU, Mr P.I. Nolan, said:

I wish to bring to your attention the ACTU's serious concern over the Australian Bureau of Statistics failure to conduct a Household Expenditure Survey during 1979/80 or 1980/81 ... Household Expenditure Surveys provide data available from no other single source on how Australians meet basic needs, such as goods, shelter, health and education, from incomes available to them ... The ACTU ... urges the Bureau to conduct a full-scale Household Expenditure Survey as soon as possible to provide the Australian community with much needed data essential to economic and social analysis.

47. - At a meeting on 27 June 1980 of the Standing Tripartite Commission on the Consumer Price Index, both union and employer representatives requested that the Department of Industrial Relations formally convey to the Australian Statistician their concern that a Survey of Household Expenditure was not available as a basis for the current review of the CPI. The Department advised the Statistician that -

It was strongly put that the Survey of Household Expenditure was the most appropriate, and therefore the most acceptable, basis for any review of the CPI, and that the Statistician take this into account in any decision about the use of the Household Expenditure Survey at a future date.

48. - A report by the Social Welfare Policy Secretariat on the additional health and welfare data requirements of Commonwealth agencies was discussed at meetings of ASAC in July and August 1980. In submissions to the Secretariat, several agencies had stressed the need for the ABS to conduct a household expenditure survey at regular intervals. Following ASAC's consideration, the Chairman of ASAC (Sir John Phillips) advised the Treasurer (Hon. J.W. Howard, M.P.) on 25 November 1980 that the Council "recommends that the ABS ... conduct a household expenditure survey in 1984".

49. - In his Report to the Prime Minister of the United Kingdom *Review of Government Statistical Services* (December 1980), Sir Derek Rayner commended the view that household expenditure surveys provided "essential data for the retail price index and for estimates of household expenditure" and supported a recommendation that such surveys should continue to be conducted on an annual basis.

50. 1981 - In the course of debate on the *Census and Statistics Amendment Bill 1981*, Senator the Hon. P.A. Walsh (ALP, WA) said

The household expenditure surveys ... provide an enormous amount of valuable information ... The 1975-76 surveys were extremely good, but like all surveys of that nature they have become dated and will be less reliable as time goes on [Senate Hansard, 13 May 1981, p. 1910].

51. - In its *Annual Report* for 1980-81, submitted to the Treasurer (the Hon. J.W. Howard, M.P.) on 28 July 1981, ASAC stated that:

To assist in formulating the ABS forward work program the Statistician sought Council's views on the ... priority to be accorded to a [household expenditure] survey ... Council considered these issues in the light of its knowledge of user requirements, ... constraints relating to financial and manpower resources ... and issues of respondent burden and intrusion of privacy. The ABS is to pursue further certain aspects of a household expenditure survey ... In the meantime, a survey to be conducted for the year 1984 has been included in the Bureau's forward work program [p. 5-6].

52. - A report on the health and welfare data requirements of the States was considered by ASAC at its meeting on 11 November 1981. Submissions from South Australian and Western Australian government nominees (see 44 above) supported the ABS proposal to conduct a household expenditure survey in 1984. The *Submission Data Requirements of the Health and Welfare Sectors in New South Wales* stated that

Support is also offered for the proposed household expenditure survey ... It is considered that it must not be postponed any further than the current suggested date of 1984, because of the invaluable data which it provides and which is available from no other source.

53. - In the course of debate in the House of Representatives on the *Census and Statistics Amendment Bill (No. 2)* 1981, Mr R. Willis, M.P. (ALP, Vic) stated:

For us to have the proper information to have a really accurate assessment of inflation in this country we need revisions of the ... weights of items ... based on a household expenditure survey [H of R Hansard, 18 November 1981, p. 3050].

54. - In the course of debate on the same Bill in the Senate, Senator the Hon. P.A. Walsh (ALP, WA) said:

Nobody who is seriously interested in the study of income distribution ... can do without the Bureau's household expenditure surveys ... [Senate Hansard, 26 November 1981, p. 2628-9].

55. - Responding for the Government, the Minister Assisting the Treasurer (Senator the Hon. A.J. Messner) said:

Senator Walsh referred to the household expenditure survey. It is true that the next survey will not be conducted until 1984. It will be recognised that the household expenditure survey presently being utilised for the preparation of the consumer price index series and so on will, by then, be 10 years old. However, that is not to say that the Government is ignoring its responsibilities in this regard. As I said, it will be moving to the collection of new information in 1984 [Senate Hansard, 26 November 1981, p. 2630].

56. 1982 - Following questioning of ABS witnesses at Senate Estimates Committee C hearings on 13 September 1982 as to why the gap between household expenditure surveys was so long, the ABS tabled a statement noting that "In respect of the health and social welfare area, in which there are strong pressures from Commonwealth, State, Parliamentary and other interested groups for more detailed and more frequent data, the aim is to run one special-purpose household survey a year". The topic for the 1984 survey would be a household expenditure survey (Hansard, Estimates Committee C, 13 September 1982, p. 466-72).

57. - In a letter of 20 December 1982 to the Treasurer (the Hon. J.W. Howard, M.P.), the Minister for Social Security (Senator the Hon. F.M. Chaney) wrote:

I would like to emphasise the very great value of the HES to data users in the social welfare area. The HES provides a unique opportunity to collect detailed information on the expenditure patterns and incomes of pensioners, beneficiaries and low income groups in the population. These data are essential for the identification of groups in the population who are most likely to be in need, for assessing the impact and adequacy of the Government's income security and welfare programmes, for analysing and costing policy alternatives and for the derivation of equivalence ratios for use in policy development in relation to the structure of pensions, benefits and other redistributive measures ... As you are aware, current Government expenditure on social security and welfare is estimated to be in excess of \$13,000 million ... In the context of collecting the information required to assess the effectiveness and adequacy of the social security system, a relatively small saving could be a false economy particularly for a Government that is concerned to closely review its social welfare policies.

58. 1983 - The ABS forward program for the years 1983-86, including a HES in 1984, was approved on 28 January 1983 by the Minister Assisting the Treasurer (Senator the Hon. A.J. Messner) on behalf of the Treasurer (the Hon. J.W. Howard, M.P.).

59. - In response to a request in Senator Chaney's letter (57 above) that the Treasurer arrange for a re-examination by the ABS of the proposed content of the 1984 HES, the Minister Assisting the Treasurer (Senator the Hon. A.J. Messner) advised Senator Chaney on 1 March 1983 that "the Statistician has informed me that there are problems associated with the use of HES as a vehicle for collecting detailed data on income. He has also drawn my attention to the problem of a significantly increased burden on respondents if there were to be an increase in the number of questions on income".

60. - In its *Annual Report* for 1982-83, submitted to the Treasurer (the Hon. P.J. Keating, M.P.) on 22 August 1983, ASAC stated:

Council maintained a keen interest in the 1984 Household Expenditure Survey and was consulted on a continuing basis as detailed plans were developed ... Council accepted the ABS view that some of the data needs expressed by some users were not capable of being met from a sample survey [p. 4].

61. - A proposal for the 1984 HES was tabled in the House of Representatives on 29 November 1983 and in the Senate on 30 November 1983.

62. 1984 - Announcing the commencement of the 1984 HES on 6 January 1984, the Acting Treasurer (the Hon. J.S. Dawkins, M.P.) stated:

Information from the survey will be used by governments and by business, welfare, and community organisations and will ultimately benefit pensioners, single parent families, unemployed people and many others.

63. - In a question without notice to the Minister representing the Treasurer, Senator Hearn (ALP, Tas) said that "an objective in this in-depth (ABS Household Expenditure) survey is to provide up to date data for renewing the weighting of the consumer price index, which is a fundamental element of wage determinations and pension adjustments and which is very important to the policy decisions of both Federal and State governments" (Senate Hansard 31 May 1984, p. 2232). Supplementary information on the main uses of the survey was subsequently provided by the Treasurer (the Hon. P.J. Keating, M.P.) in answer to Senator Hearn's question (Senate Hansard, 12 June 1984, p. 2877).

64. - In its *Annual Report* for 1983-84, submitted to the Treasurer (the Hon. P.J. Keating, M.P.) on 15 August 1984, ASAC stated:

Continuing its close interest in the 1984 Household Expenditure Survey, Council reviewed test questionnaires, the outcome of pilot tests, the general reaction of respondents and the steps taken by the ABS to gain the understanding and co-operation of respondents [p. 5].

65. - The *ABS Annual Report* for the same year, submitted to the Treasurer on 27 August 1984, included a special chapter on "The ABS Program of Population Surveys". In the section relating to the Household Expenditure Survey it was stated that

The ABS is very aware of the sensitivity of seeking information on household and personal income and expenditure. Special attention has therefore been given to interviewer training, questionnaire design and obtaining community understanding of the reasons for the survey. There has in fact been a very high degree of co-operation by the selected households in providing data during the first six months of the survey (p. 9).

66. 1985 - On 14 January 1985 the Secretary of the Department of Social Security (Mr A.J. Ayers) wrote to the Australian Statistician about the need for urgent processing of the data from the 1984 HES. Mr Ayers noted that "the earlier 1974-75 and 1975-76 HESs have been the most important source of information on the incidence of tax-transfer programs ... "

67. - Preliminary data from the 1984 Household Expenditure Survey were released in February 1985. "Data from the survey were used by the Economic Planning Advisory Council, the Treasury and other bodies such as the Department of Social Security in preparation for the 1985 Taxation Review Summit" (*ABS Annual Report* 1984-85, p. 22).

68. - In the *Draft White Paper on Reform of the Australian Tax System* (June 1985), a detailed analysis of data from the 1984 Household Expenditure Survey was introduced with the comment:

A comprehensive analysis of the distributional effects of reform options requires a data set which provides consistent and comprehensive information on household and individual income ... and both the pattern and aggregate value of expenditure. The best data set available in Australia is incorporated in the 1984 Household Expenditure Survey (HES) ... [p. 257].

69. - At the 71st session of the International Labour Conference, the *Convention Concerning Labour Statistics* (No. 160) was adopted by the Conference on 24 June 1985 with 422 votes in favour and nil against. Article 1 of the Convention states that "Each Member which ratifies this Convention undertakes that it will regularly collect, compile and publish basic labour statistics, which shall be progressively expanded in accordance with its resources to cover ... household expenditure or, where appropriate, family expenditure ... " The Chairman of the Confederation of Australian Industry Industrial Council, Mr J.E. Dixon, OBE was appointed to and was active in the Committee on Labour Statistics which recommended the Convention to the Conference (*International Labour Conference, 71st session 1985, Australian Delegation Report*, p. 16, 35, 45).
70. - In its *Annual Report* for 1984-85, submitted to the Treasurer (the Hon. P.J. Keating, M.P.) on 5 August 1985, ASAC stated:
- Council agreed that [there was] strong justification for enhancement of the ABS household survey capacity ... In considering an enhancement of household surveys, Council was very mindful of respondent burden [p. 4].
71. - In response to a complaint concerning the 1984 Household Expenditure Survey, the Acting Australian Statistician (Mr A.R. Bagnall) advised the Human Rights Commission on 30 September 1985 that
- It is not correct to say that the "HES is not a normal activity of the ABS". In terms of frequency it is similar to a number of other ABS collections, including the population census, the retail census and surveys of health issues ...
72. 1986 - Results from the 1984 Household Expenditure Survey were incorporated into national accounts estimates in April 1986. The Survey had revealed that expenditures on alterations and additions to dwellings were far greater than had been estimated from the limited information previously available.
73. - Following discussion in the Parliament (H of R Hansard, 2 June 1986, p. 4340; Senate Hansard, 3 June 1986, p. 3257-60), Australia ratified the ILO Convention Concerning Labour Statistics (see 69 above).
74. - In its *Annual Report* for 1985-86, submitted to the Treasurer (the Hon. P.J. Keating, M.P.) on 1 August 1986, ASAC stated:
- Following its consideration of the 1984 Household Expenditure Survey on a number of occasions during development, Council discussed a paper outlining experience with the conduct of the survey. It complimented ABS staff concerned on the success of the project ...

75. 1987 - An ILO publication *Statistical Sources and Methods: Volume 1 Consumer Price Indices* (2nd edition 1987) showed that over 140 countries were relying wholly or mainly on household or family expenditure surveys as the source of weights in their CPIs.

76. - Revised weights and changes in the treatment of home ownership costs in the CPI were announced by the ABS on 26 February 1987. In announcing the changes the Statistician stated:

The new CPI will have up to date weights reflecting household spending patterns revealed by the Bureau's 1984 Household Expenditure Survey. Information from this Survey provides the basis for the weights for mortgage interest and consumer credit charges in the Index.

77. - In April 1987 the ABS issued *1984 Household Expenditure Survey, Australia: Effects of Government Benefits and Taxes on Household Income* (ABS Catalogue No. 6537.0). In this publication, 1984 HES data were used to analyse the redistributive impact of a wide range of government expenditures and taxes. In the same month, the Office of the Economic Planning Advisory Council issued Council Paper No. 27 *Aspects of the Social Wage: A Review of Social Expenditure and Redistribution*, a paper which had been prepared at the Council's request in order to examine "the effectiveness of government expenditures in meeting their intended social objectives". The EPAC paper discussed in detail the results of the ABS study.

78. - In requesting data from the 1984 Household Expenditure Survey relating to the numbers of households in particular categories, the Commonwealth Treasury advised the ABS on 9 June 1987 that

The required data will be used to update and refine models we developed during the 1985 tax reform exercise in order to assess the distributional effects and net revenue impact of changes to the taxation structure. These models are used in Treasury's long term development and assessment of alternative taxation policies.

79. - In its *Annual Report* for 1986-87, submitted to the Treasurer (the Hon. P.J. Keating, M.P.) on 3 August 1987, ASAC stated:

Council was informed that the weighting pattern for the new series of the CPI was based on data from the 1984 Household Expenditure Survey (HES) supplemented by information from a range of other ABS collections. With the availability of the HES statistics, the ABS considered that the weighting pattern was now more reliable than the pattern resulting from the previous review of the index [p. 8].

80. - At its meeting in November 1987, the ABS advised ASAC that a Household Expenditure Survey would be conducted in 1988-89, and that its content would be the same as for the 1984 Survey except for a number of unavoidable changes due to differences in the economy since 1984.

81. 1988 - In *The Australian Consumer Price Index : Concepts, Sources and Methods* (ABS Catalogue No. 6461.0, issued on 29 February 1988), the ABS stated that:

The ideal source of statistical data for calculating CPI weights is a household expenditure survey (HES) ... Unfortunately this ideal source of data has not always been available in Australia ... Another HES is planned for 1988-89 and the results of that survey will form the main basis for calculating new CPI weights to be introduced about 1991 [p. 13].

82. - At the meeting of ASAC on 20 April 1988, some members expressed concerns that the sample size for the 1988-89 HES was not large enough. The ABS advised that the same range of output as for the 1984 Survey was planned, and that output quality would not be noticeably affected.

83. - In a news release issued on 21 June 1988, the Minister Assisting the Treasurer (the Hon. Peter Morris, M.P.) said:

The 1988 Household Expenditure Survey is virtually identical to the 1984 survey which had already been approved by the Fraser Government before Labor came to power. Information from the survey will be used in the planning of improved health services, housing, transport and education. It will be used by Commonwealth and State governments and private welfare agencies, market researchers, academic and business organisations.

84. - On the same day, Mr Morris said in a radio interview "(The information) is not new. It's regularly collected. It was collected in 74/5 and 75/6, in '84 ... The '84 survey was carried out in the manner and as approved by the Fraser Government".

85. - In a further news release on 27 June 1988, the Minister stated that

... important benefits will accrue to the nation from the conduct of this survey. Similar surveys in 1974-75 and in 1975-76 were endorsed by the coalition parties.

86. - In a news release issued on the same day (27 June 1988) by the Statistician it was stated that
- all proper processes have been followed. The forthcoming Survey will have the same purpose, and virtually the same content, as that conducted in 1984. In no way could it be regarded as a new proposal for the collection of information. The tabling document relating to the earlier survey applies in toto to the purpose and content of the 1988-89 survey, and the requirements of statistics legislation had therefore been fully met.
87. - The ABS *Household Expenditure Survey Information Kit* was widely distributed, including to all Members of all Australian Parliaments, on 1 July 1988. In a letter introducing the *Information Kit* the Australian Statistician said:
- Household expenditure surveys are of vital importance in Australia, as in all advanced countries. We therefore want the background and aims of the Survey to be fully understood by as many citizens as possible. This folder of information has been prepared for that purpose. You will see from the contents that the survey results will be used by many sections of the community.
88. - On 11 July 1988, under the headline "Concern over 'privacy invasion'", the *West Australian* published a letter signed by (amongst others) a member of the Commonwealth Parliament and a member of the Western Australian Parliament (from different parties), in which it was alleged that "the ABS has failed to offer any convincing explanation (as distinct from statisticians' curiosity) for the [household expenditure] survey".
89. - On 13 July 1988, the Australian Statistician wrote individually-signed letters to every Member of the Commonwealth Parliament. He noted that -
- Some recent statements have questioned the need for the Household Expenditure Survey. The value of the results of the Survey is explained ... (in) the "Questions and Answers" paper I sent you earlier.
90. - On 12 August 1988 the Statistician released an opinion from the Attorney-General's Department that the proposal for the 1988-89 HES was not a "new" proposal. The Department's opinion had been given in the light of the Statistician's expert assessment (which was also released publicly) that the 1988-89 HES was similar to previous HESs in content, format and statistical methodology.

91. - On 17 August 1988 an officer of the Department of the Senate provided the Clerk of the Senate with a further opinion which had been requested by a Senator on 10 August 1988. The opinion referred *inter alia* to "significant differences between the proposal tabled in 1983 and the current HES". This claim was in conflict with the advice given to ASAC in November 1987 and April 1988 (80 and 82 above), the statement of 21 June 1988 by the Minister Assisting the Treasurer (83 above), the statement of 27 June 1988 by the Statistician (86 above), the information provided by the Statistician to all Members of Parliament on 13 July 1988 (89 above), the Statistician's expert assessment provided to the Attorney-General's Department on 2 August 1988 (90 above) and the conclusions reached by the Attorney-General's Department after making a careful comparison of the two surveys with the benefit of advice on statistical aspects from three members of the Australian Statistics Advisory Council (94 below).
92. - On 15 September 1988 the Commonwealth Ombudsman (Professor D.C. Pearce) advised Mr D.M. Cameron, M.P. that:
- There seems to be no doubt that the results of the survey have very substantial value to the community. The wide range of uses for economic and other planning purposes are amply canvassed in the ABS 'Questions and Answers' document mentioned above, in debates recorded in Hansard, and in materials provided by the Statistician ... Support has in the past been expressed by members of all political parties for information of the kind covered in the HES to be gathered for economic and social policy purposes.
93. - In debate in the Senate on the Appropriation Bills on 28 and 30 November 1988, claims were made that the 1988-89 HES was "totally different from the surveys conducted previously", that it "is without a doubt the most intrusive questioning that any survey has ever undertaken" and "that it is twice as intrusive and twice as burdening of the Australian public as anything we have seen before". On 30 November 1988 the Senate expressed an opinion that the Government should not continue with the HES because, *inter alia*, it was significantly different from previous surveys.
94. - On 5 December 1988 the Statistician released an opinion of 2 December 1988 from the Attorney-General's Department that the 1988-89 HES was "not significantly different" from the 1984 HES. The Department reached this conclusion after making a careful comparison of the two Surveys. For the purpose of considering the questions raised, the Department had the benefit of expert advice on statistical aspects from three members of the Australian Statistics Advisory Council, and of the full range of legal opinions and legal comments which had been circulated by critics of the Survey.

95. 1989 - On 12 April 1989, in debate on Appropriation Bill (No. 3) 1988-89, the Minister Assisting the Treasurer (the Hon. Peter Morris) said:

The household expenditure survey is absolutely fundamental to government planning, to industry planning, to the construction of the consumer price index, to the establishment of the levels of pension, to the CPI adjustment for veterans ... (It) is extremely important. It has been carried out over the years by successive governments ... The survey is essential to the formulation of social welfare policies ... is used in the development of information on the cost of health care and the cost of education and the impact of such costs on different sorts of households. It is used to assess the level of social disadvantage in the community, to help understand the nature of poverty and to identify the types of households that are in poverty (H of R Hansard, 12 April 1989, p. 1436, 1465).

96. - On 20 April 1989, the Standing Tripartite Commission on the Consumer Price Index, comprising representatives of the ACTU, the CAI and the Federal Department of Industrial Relations, expressed the view that "the Household Expenditure Survey presently being conducted ... was the most appropriate, and therefore the most acceptable, basis for any review of the CPI" (ABS News release, 20 April 1989).

97. - In the report of 2 May 1989 of his investigation concerning the administration by the ABS of the 1988-89 HES, the Commonwealth Ombudsman (Professor D.C. Pearce) confirmed his preliminary views (see 92 above) concerning the value of the Survey. The Ombudsman also noted that none of the five legal opinions which had been forwarded to him by Mr D.M. Cameron, M.P. in August 1988 had expressed a conclusion on whether there was any significant difference between the 1988-89 and 1984 surveys. The definitive opinion subsequently expressed by the Attorney-General's Department (94 above) is the only opinion available on this issue.

98. - On 1 June 1989 the Minister Representing the Treasurer in the Senate (Senator the Hon. P.A. Walsh) advised the Acting Treasurer (Hon. J.S. Dawkins, M.P.) that:

... I assume that it is now accepted that the 1988-89 [Household Expenditure] Survey was not significantly different from the 1984 Survey, and that the latter Survey (which was announced and approved by the previous Government) was not voluntary and was conducted on exactly the same basis as the 1988-89 Survey.

The letter was tabled in the House of Representatives by the Minister Assisting the Treasurer (Hon. Peter Morris, M.P.) in the course of debate on the Australian Bureau of Statistics Amendment Bill (H of R Hansard, 1 June 1989, p. 3387).

Appendix 16 COMPLAINTS TO THE AUSTRALIAN PRESS COUNCIL

Advice of Attorney-General's Department

On 6 June 1988 the ABS sought the advice of the Attorney-General's Department about action which might be undertaken in respect of certain press articles published in May 1988 relating to the proposed 1989-90 national health survey. In response, the Department advised the ABS on 4 July 1988 that:

In the present case, it seems to me that the Bureau by publishing statements which attempted to correct the misleading allegations took all reasonable steps it could. Beyond this, the only other action which you might consider would be reference of your complaints about the articles to the Press Council of Australia.

Letter forwarding complaints to Council

Following receipt of this advice, the ABS forwarded complaints against 7 metropolitan newspapers and 1 non-metropolitan newspaper to the Australian Press Council on 25 July 1988. The Statistician's letter to the Secretary of the Council was in the following terms:

On May 12, 1988 and on subsequent days, newspapers in all Australian States gave massive publicity to an allegation by the secretary of the NSW Council for Civil Liberties, Mr Tim Robertson, that the Australian Bureau of Statistics planned to force 7 000 Australian families to undergo blood tests as part of a proposed health survey.

On May 16, 1988 and on subsequent days, many of the newspapers which had publicised the "compulsory" blood test allegations, and some other newspapers, gave massive publicity to a further allegation by Mr Robertson that the Bureau planned to ask highly intrusive and personal questions concerning sexual activity and related matters as part of the same survey.

Both allegations were totally without substance.

I am forwarding with this letter the Bureau's complaints against eight newspapers for their coverage of one or both of these allegations, and for their treatment of efforts by the Bureau and others to set the record straight.

The Australian Bureau of Statistics is heavily dependent on the goodwill and co-operation of the entire Australian community in carrying out its mission of providing a high quality, user-oriented and dynamic statistical service. The false allegations which were publicised by many newspapers in May have made the Bureau's task more difficult, and have also caused needless alarm to millions of citizens. The public interest has suffered on both counts.

Noting that the Australian Press Council, in dealing with complaints that newspapers have failed to observe proper standards of journalism, will treat the public interest as the first and dominant consideration, the Bureau submits the enclosed complaints to Council for its adjudication.

Adjudications by Council

The Council's adjudications were issued on 31 October 1988. All of the Bureau's complaints against metropolitan newspapers were upheld.

The complaint against the newspaper from which most of the stories had emanated was upheld on each of 5 grounds: a false allegation in an article on 12 May 1988; the treatment of denials following that article; the treatment of a letter sent by the Statistician to the newspaper on 13 May 1988; the selective reporting of comments after 12 May 1988; and the content of a further report on 16 May 1988.

With respect to complaints against 4 newspapers in different capitals which had received copy from another newspaper and published one or more of the stories which related to the ABS, the Press Council noted the steps which had been taken by the 4 papers to correct the false impressions created by the original article. The adjudication went on to state:

The Press Council believes, however, that newspapers are ultimately responsible for the material they publish, whether that material is generated by their own staff, by wire services, or other publications. For this reason, the Council upholds the complaints

Another complaint was against a newspaper which had published a misleading and unbalanced story in its first edition and had acted promptly to rectify the situation for its second edition. The Council pointed out that, nevertheless, the first edition story remained the only version of the matter which had been presented by the newspaper to the substantial number of readers who see only that edition. The Council concluded that:

For this reason, the Bureau's concern for the effect on its community standing is justified, and its complaint is upheld. Revisions or corrections made to stories already published by a newspaper are of limited value if they do not reach readers who were influenced by the unrevised or uncorrected version. This is an issue that multi-edition newspapers must address.

Publication of Council's adjudications

With the exception of the *Sydney Sunday Telegraph*, all newspapers against which complaints were made published relevant portions of the Australian Press Council's adjudications.